

Learning and Teaching in Scottish Secondary Schools: School Management

A Report by HM Inspectors of Schools
1984



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HER MAJESTY'S STATIONERY OFFICE



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Introduction

By 1980 it had become apparent to education authorities and to the Scottish Education Department* that the management structures introduced into Scottish secondary schools following the publication of Circular 826⁽¹⁾ merited review. Accordingly HM Inspectors arranged to conduct a survey of management practices as part of their programme of continuous inspection and their findings are the subject of this report.

The evidence upon which the report is based was derived from a study of the organisation and management of over 50 schools. Over 200 schools have been fully inspected since 1975, and reports on the most recent have been published, providing a substantial background to the findings of the survey. HM Inspectors took full account of the educational aims of the schools involved, how school policy was arrived at, decisions reached, and information promulgated. The principles upon

which the structure of promoted posts had been created were observed in practice. Where change was taking place the implications were examined. Studies were made of subject departments, guidance systems, and the arrangements made for liaison and exchange with education authorities and other bodies. A questionnaire was distributed to all education authorities, and their cooperation in providing detailed information on their policies and practices is gratefully acknowledged.

The report describes the growth of current management systems in secondary schools and assesses their principal aspects and the means of support afforded to them by authorities. It goes on to discuss the wide range of tasks that have to be overtaken in modern comprehensive schools and raises a number of issues in the context of rapid educational change.

* Referred to in the report as 'the Department'.

1 The Growth of School Management

The growth of school management is described up to the point in 1972 when proposals for a new structure of promoted posts on which modern management systems might be based were put forward by the Department.⁽¹⁾

1.1 Promoted posts other than headteacher were first recommended on a national basis in the Secondary Schools (Scotland) Regulations of 1923. These laid down the qualifications to be held by principal teachers of subjects. After 1945 successive Codes extended the range of promoted posts, but not until 1950⁽²⁾ were authorities required to make specified appointments. The 1950 Code provided for the appointment of a woman adviser in secondary departments with 200 or more girls where the headteacher was a man. This was the first pastoral post to be created. The 1956 Code⁽³⁾ introduced posts for teachers to be known as special assistants to support principal teachers, mainly in the preparation of candidates for the Scottish Leaving Certificate Examination. The Regulations also provided for principal assistants to be appointed in secondary departments with over 800 pupils. These additional posts were also intended to serve other curricular purposes, including the coordination of inter-disciplinary courses, and to permit the performance of pastoral duties by house or careers teachers. The focus of development up to 1960 was thus on middle management.

1.2 A number of authorities took the opportunity afforded by the 1956 Code to experiment with alternative appointments, and by 1965 provision was being widely made for the appointment of housemasters, careers masters, and teachers of backward children. In general, however, the developing structure continued to be regarded as being principally for the benefit of subject departments. In particular, the complement of promoted posts was largely determined by the number of pupils who remained beyond the compulsory leaving age to follow Certificate courses. As a result of the introduction of the Ordinary grade of the Scottish Certificate of Education, the numbers of such pupils dramatically rose, and they became the first priority in a great majority of schools.

1.3 From 1965 a series of major political decisions brought about the reorganisation of secondary education along comprehensive lines,⁽⁴⁾ the abolition of selection on transfer from the primary to the secondary stage,⁽⁵⁾ and the raising of the school leaving age.⁽⁶⁾ These major shifts of emphasis called for a critical look at management planning if schools were to adjust to them, and a proper framework for coordinating and directing change effectively. They were joined in 1968 by a similar call for a systematic approach to the provision of guidance.⁽⁷⁾

1.4 In 1969, HM Inspectors undertook an assessment of the management requirements of Scottish schools. The tasks to be performed, according to their survey, derived from the increased size of schools, the need to deal with the whole ability range from age 12 to 18, the recently identified aspects of guidance, and curriculum reform. In practice, schools were staffed to deal with their traditional tasks of preparing courses and timetables and assigning staff and pupils to them, and examination presentation. A few areas, such as careers or remedial education, had been made special responsibilities. Management was still widely interpreted as the responsibility of headteachers alone, delegation to depute heads, women advisers and principal teachers being limited to examination and other administrative arrangements, the welfare of girls, and the preparation of schemes of work respectively.

1.5 In the discussion document published in 1971⁽⁸⁾ HM Inspectors suggested that existing arrangements for managing schools were unsatisfactory in a number of ways. Even had headteachers been willing to delegate some of their numerous responsibilities, the structure of posts at senior management level was inadequate for the purpose. Many tasks that ought to have been undertaken in both the formal and the informal curriculum, but were beyond the scope of any individual subject principal, remained undone, or were delegated to a low level of responsibility, making it difficult to compete with major subject departments for attention, resources and status. Guidance and social education went relatively unrecognised by posts of responsibility. The lowest

levels of promoted posts, special assistantships and principal assistantships, lacked both definition of responsibility and clarity of purpose.

1.6 In the proposals⁽¹⁾ put forward authorities were free to devise their own management policies and select their own priorities. The proposals themselves were nevertheless uniformly applicable and mandatory in their minimum requirements. 'These grades, and no other' were to be introduced according to a formula based on the size of the school roll: headteacher, depute and assistant head, and principal and assistant principal teacher (guidance). Posts associated with learning and teaching individual subjects continued to exist in terms of the number of hours they were taught: but the single post of assistant principal teacher (subject) replaced special and principal assistantships.

1.7 Several fundamental principles may be detected in the proposals of the Green Paper⁽⁶⁾ and the resultant circular.⁽¹⁾ The convention that teachers respond best to management by professional colleagues was not disputed, but the convention of equating professional with academic qualifications in a narrow range was challenged. Selection for posts of responsibility might continue to favour those who combined qualifications with competence and experience, but the field of competition was extended, by national advertisement and other strategies. Traditional Scottish preference for hierarchical structures is apparent in the provision for unequivocal degrees of responsibility and accountability at several distinct levels of rank. There is a whiff of pragmatism in the acknowledgement that managers should nevertheless continue to teach as part of their duties.

1.8 A number of expectations may be inferred from the Green Paper. The general increase in the

number of posts of responsibility that would now become available would compensate somewhat for the many small headteacherships and principal teacherships lost as a result of the comprehensive reorganisation of secondary education. The formal recognition of aspects such as guidance and leisure in management structures would extend the range of promoted posts as well as give the aspects individual status. The range of responsibilities described for senior management levels implies a hope that schools would experiment with new ideas and innovations; and delegation of these responsibilities emphasises the expectation of a revised role for headteachers. It is clear, however, that above all, schools were expected to achieve a coherent management of the curriculum at senior management level that had been unattainable through the system of independent and largely self-determining subject departments. The Green Paper also looked ahead in encouraging schools to effect liaison with other sectors of education, the worlds of industry and commerce, and the community at large. All of these expectations had implications for the management and training of staff.

1.9 On the matter of consultation with staffs and their participation in decision-making, the Green Paper said little, though it emphasised the role of the new boards of studies in communication. For the members of these boards, the rotation of responsibilities was strongly suggested, both as a means of building up managerial experience and for the purpose of introducing flexibility into the system. Consultation and flexibility were matters of some concern for HM Inspectors in the conduct of their most recent survey. Together with the principles and expectations referred to briefly above, they constitute the principal aspects of school management that are discussed in this report.

2 Education Authority Policies and Practices

This chapter describes some of the ways in which implementation of Circular 826 was affected by the difficulties of recent times. It also describes how authorities revised their arrangements for appointing promoted staff and provided support, training and career development for them. The chapter concludes with a statement of some important aspects of school management that still require attention.

2.1 IMPLEMENTATION OF THE GREEN PAPER

2.1.1 The survey of promoted posts conducted by HMIL was begun in times of expansion that seemed likely to continue; it was completed shortly before external circumstances reversed that trend. Following the issue of Circular 826 in May 1972 authorities set about introducing the new structure rapidly and in full, in spite of difficulties, and in particular despite their own involvement in reorganisation following the Local Government (Scotland) Act 1973. Throughout Scotland the total complement of promoted posts established was soon closely in line with the standards set out in the Green Paper, and this position has been maintained.

2.1.2 The rate at which the new structure was introduced tended to make matters worse for the very teachers it was meant to support. Substantial numbers of them were quickly absorbed into the management structure. This exposed their colleagues to staff shortage in subject departments, adding to the organisational problems that followed the raising of the school leaving age, exacerbating staff turnover, and reducing the pool of teaching experience. Shortage of, and imbalance among, members of subject departments made the promotion of experienced specialists on the basis of merit alone a delicate choice between priorities. Authorities, anxious not to lose their own teachers, were nevertheless eager to recruit additional staff, particularly in shortage subjects, and competition was keen. Guidance appointments were particularly vulnerable, and might depend on the extent to which teachers could be spared from certain

subject departments or, conversely, contribute to them. Full complements of promoted posts in all schools were therefore achieved at the considerable cost of depleting schools of the fulltime classroom teachers upon whom the increasing demands of curriculum reform were about to fall.

2.1.3 Once full complements had been achieved, other circumstances made it extremely difficult to operate the system as the Green Paper had intended. The adoption of banding for the award of the Scottish Certificate of Education on the Ordinary grade encouraged presentation of substantially larger numbers of candidates and reduced the urgency of alternative forms of course planning. Since then economic retrenchment has tended to restrict curriculum development, except for the current concentration of national effort on courses and assessment at S3 and S4.⁽⁹⁾ As a result, the role envisaged for the assistant headteacher (curriculum) has been seriously restricted.

2.2 APPOINTMENTS

2.2.1 The Green Paper suggested that the variations between authorities in their appointments procedures seemed inconsistent with a national structure of promoted posts. The crucial importance of selecting senior staff has long been recognised but procedures still vary between authorities. Headteachers are recruited following national advertisement in all regions except Strathclyde. There, by agreement with the teacher associations, all posts are advertised in the Region in the first instance and they are advertised nationally only if a suitable leet cannot be formed. In other parts of Scotland about half of the headteachers appointed are from other authority areas. Most regions other than Strathclyde advertise also for posts of depute and assistant headteacher; fewer do so for principal teacher posts. Appointments at assistant principal teacher level tend to be internal. As falling rolls and natural wastage bite more deeply, the internal trawl and transfer for posts at assistant headteacher and lower levels are increasingly employed.

2.2.2 No authority insists that candidates for particular posts should have held any particular

rank previously, but the new line management structure has introduced a rationale of its own. Generally, promotions are now made from the rank immediately below. Headteachers are increasingly appointed from the rank of depute or by transfer from another headteacher post.

2.2.3 Selection panels for most senior promoted posts now usually include officials and headteachers, and occasionally parents, as well as elected members. The role and influence of the respective participants vary among authorities. Responsibility for appointments of principal and assistant principal teachers is usually delegated to officials and headteachers. Generally, the range of interest now involved in selection panels and the greater proportion of professional educators on them are thought to have improved selection.

2.2.4 Since the implementation of the new structure, the attention of all authorities has turned to other aspects of the appointment of staff, and these have benefited considerably from it. For example, in many areas short-listed candidates are encouraged to visit the schools for which they have applied to enable headteachers to make their acquaintance. Headteachers are expected to prepare job specifications for the posts to be filled, thereby encouraging periodic review of the responsibilities of other senior staff. There are still some general flaws: it is doubtful whether all interviewing panels have sufficient, or sufficiently reliable, information about applicants, or a sufficiently liberal perception of the roles senior staff might undertake. Quality control by authorities after staff have been appointed is usually not systematic enough to compensate.

2.3 DEPLOYMENT

2.3.1 Table 2(A) shows that, in September 1982, there were 13,113 promoted posts in Scottish secondary schools provided by education authorities. Almost a half of the total number of teachers held promoted posts, of whom the majority (31 per cent of the teaching force) held posts for duties related to subjects. A further 9 per cent were principal teachers or assistant principal teachers (guidance). Some 7 per cent of teachers held senior promoted posts (assistant headteacher or above). Table 2(B) shows that there are considerable differences among and within authorities in the way responsibilities are distributed. These arise from the discretion which headteachers rightly have to decide what combination of senior posts best meets the needs of their schools.

2.3.2 Most headteachers are now expected to compile job specifications for all senior promoted

staff, after consultation with their authorities. Some authorities issue guidelines for the compilation of these specifications. In others, the specifications are subject to official approval. In practice there is little control or review by authorities to ensure that there is a match between the specifications and the range of duties actually undertaken, and there are undoubtedly some discrepancies.

2.3.3 A number of authorities recognise that as school rolls fall and promotion opportunities diminish, post rotation and other strategies will be required to maintain motivation at assistant headteacher, principal and assistant principal teacher levels. It is at present relatively rare for assistant headteachers to exchange remits; for the most part, this occurs only when resignations and new appointments compel a reconsideration of roles. Authorities are well aware of the need for a greater involvement of themselves, advisers and headteachers in the personnel aspects of management and staff development.

2.3.4 Generally, considerably fewer women are promoted than men, as can be seen from Tables 2(C) and 2(D). Whereas women comprise 43 per cent of the teaching force they hold about 28 per cent of the promoted posts. The difference between the sexes is particularly marked at senior levels, and it is only in posts of assistant principal teacher (guidance) that there is a rough parity. Guidance is the area in which most female promoted staff are to be found. The total number of women in senior promoted posts is considerably smaller than the number of schools, so that a substantial number of schools have an all-male senior team. The reasons for the imbalance are unclear despite recent research: they may include a reluctance on the part of women to apply for the posts, or to undertake duties which have in the past normally been discharged by men, or to enter into commitments that might clash with family responsibilities.⁽¹⁰⁾ Many women teachers do take some years away from teaching while their children are small, at a stage in their careers when promotion might be contemplated, but it has been suggested⁽¹¹⁾ the impediment caused by domestic responsibilities has tended to be overstressed. What is undoubtedly true is that conditions of appointment ought to be flexible enough to allow for the domestic circumstances of many women teachers. Schools may then be in a position to capitalise on a significant source of management potential.

2.3.5 Few authorities have drawn up schemes for the allocation of minimum non-teaching time to the various categories of promoted staff. There is an implicit expectation, not always fulfilled, that the amount allocated to senior staff will be roughly in

line with national indicators.⁽⁸⁾ Table 2(E) suggests that headteachers and deputy headteachers in small schools spend a lower than average proportion of their time on duties attached to their posts. This is particularly noticeable in remoter areas. Principal teachers (guidance) generally spend about half as much time again on their responsibilities as principal teachers (subject).

2.4 TRAINING AND SUPPORT FOR MANAGEMENT

2.4.1 Authorities provide advice, support and training for headteachers and other promoted staff in a variety of ways. All produce guidelines covering most aspects of administration in some depth, usually through the production of a set of standard circulars or a regional handbook. Conferences of headteachers are held to discuss current issues. Most authorities have a network of committees and working parties to provide advice on aspects of the curriculum. All authorities organise programmes of inservice training. Most authorities, but particularly the larger ones, employ computers to provide schools with a greater range of data, and assist them generally with administration.

2.4.2 Meetings of headteachers are held regularly in all authority areas, sometimes in area groups. These are often attended by directors and members of their staffs. In most areas there is a formal association of headteachers which meets regularly. Directors regard such meetings as opportunities for headteachers to exchange views with colleagues and to enter into collaboration on current developments.

2.4.3 In most authorities networks of curriculum study groups or working parties have been set up under some form of regional consultative or coordinating committee to discuss professional matters and offer advice. Almost everywhere, special arrangements have been made to coordinate and implement the national development programme at S3 and S4,⁽⁹⁾ with advisers or curriculum development officers coordinating activities. In remoter areas such as the island authorities, where transfer of pupils between schools at the S2 and S4 stages is still common, one purpose of the network of committees is to harmonise the curriculum of the smaller schools and so make transfer to the 6-year school less of a problem.

2.4.4 All authorities plan programmes of inservice training as far as finance allows. Much training is done in schools, but authorities also organise their programmes on an area or topic basis and most have established teachers' centres with facilities for training. Programmes of inservice training prepared by the colleges of education are usually planned in conjunction with education authorities.

Other agencies, for example Understanding British Industry, may also contribute courses and materials. Undoubtedly, restrictions on local authority expenditure have affected provision; they have also usefully focused attention on the need to identify priorities.

2.4.5 For its size and scope, the Scottish Centre for Studies in School Administration, based at Moray House College of Education, makes a commendable contribution to the national training programme in school management. Within the resources available to it, the Centre concentrates on courses on themes of topical importance and aspects of the managerial function. Courses for recently appointed senior promoted staff are an important recurring feature of its programme. Courses are well supported by authorities in the main, and they are particularly valuable to remoter areas, for whose headteachers and others they provide contact with colleagues not easily obtained in other ways.

2.4.6 Strathclyde Region and Jordanhill College of Education collaborate to provide a wide range of management courses for senior staff. The Authority organises up to three courses each year, staffed by both College and Authority personnel. Lothian Region also organises three courses per session for assistant headteachers run in conjunction with Moray House College of Education. Grampian Region ran the first of what has become a series of courses for assistant headteachers in 1982; and Fife Region has had a centre for senior staff training for some years.

2.4.7 Arrangements for the inservice training of principal and assistant principal teachers are normally made through the advisory services. In a number of authorities advisers have been encouraged or required to include management courses in their programmes.

2.4.8 A number of authorities have provided substantial training for senior promoted staff in timetabling techniques. The work of the Regional Timetabling Unit in Strathclyde has been particularly effective and timetabling in the Region is now of high quality. The Strathclyde Unit also provides advice to schools on a consultancy basis, and assists them in making the most effective use of staff and accommodation. Its role is currently being further developed to include such matters as option choices in a time of falling school rolls, and the provision of modular courses.

2.5 CAREER DEVELOPMENT

2.5.1 It is widely acknowledged that a well constructed programme of staff development may

provide an attractive stimulus for members of staff whatever their level of post, but particularly as opportunities for promotion dwindle. Authorities have approached their responsibility for widening the experience of teachers in a variety of ways, including short secondments to industry and public service, and service with the Scottish Examination Board or in the national development programme. In addition, some schools devise their own school-based activities including training sessions in assessment and syllabus construction and membership of task-related study groups. There are as yet no formally organised schemes of staff development, nor the staff appraisal schemes that are their necessary accompaniment, but some initiative is being shown. In Lothian Region, for example, the Authority has reached agreement with teachers' representatives to introduce a scheme of staff appraisal. Central Region has had a formal induction scheme for probationer teachers for some time, and discussion of a staff development scheme is taking place.

2.6 COMPUTERS

2.6.1 Authorities increasingly employ computerised techniques for school management purposes, using both main frame computers and school-based microcomputer facilities. The data provided centrally include 6-10 year forward projections of school rolls and the changes in staffing levels these imply; information on capitation expenditure; assistance with timetabling; the analysis of Scottish Certificate of Education results; and analysis of room utilisation. A number of authorities have seconded depute or assistant headteachers to acquire experience in the use of computers in school administration and planning. Working groups on computers in school administration have been set up. A number of authorities have actively supported the SCAMP programme.* A number are applying school-based microcomputer systems to record keeping and pupil reports. Computers have been used to analyse the organisation of the curriculum, the proportion of time allocated to various subjects in it, and the cost patterns of the arrangements for resources. Other statistics being analysed at present include staff profiles and wastage patterns.

2.7 ACCOUNTABILITY

2.7.1 Responsibility for a range of administrative and health and safety matters unequivocally rests upon school management, and authorities lay down procedures by standard circulars with which headteachers are clearly required to comply. Apart from these, authorities seldom impose upon

school management any formal obligation to give an account of their progress. As for management itself, authorities have not embarked on any systematic appraisal of its effectiveness as a consequence of re-structuring. Nevertheless, there is a discernibly greater rigour in their requests to schools to render account of their activities. Not unconnected with this stiffening of attitude would appear to be greater emphasis on data-based management. With more adequate financial and staff information available, the calculation of cost-effectiveness in schools has become a practical possibility.

2.7.2 A few authorities have begun to require specific returns on certain curricular activities, such as action taken as a result of a seminar or the publication of a report. But generally authorities leave headteachers to run their schools with a large measure of freedom. Authorities do attempt to influence practice through headteacher groups and by personal contact. Discussion of action to be taken following HM Inspectors' reports on individual schools is probably the most thorough exercise conducted by all authorities, but that can cover only a relatively small proportion of schools in any session. In a number of authorities the follow-up of Scottish Certificate of Education Examination results with schools is regarded as sufficient rendering of account. Advisers also submit annual reports, a feature of which is an attempt to identify specific areas of potential growth or inhibiting difficulty.

2.7.3 Teachers are expected to be generally accountable through the line management structure, but this is rarely a formal procedure. Schools have not developed realistic self-appraisal schemes. Authorities tend to be involved in appraisal of staff through their officials and only when problems arise.

2.8 DEVELOPMENTS

2.8.1 The need for more flexibility in the management system has already been recognised by a number of authorities. For example, Grampian Region decided to phase out posts of assistant principal teacher (guidance) and correspondingly increase the number of posts of principal teacher (guidance). That Authority was also considering a differential commitment of non-teaching time for guidance duties that would enable schools in areas

*The School Computerised Administration and Management Project, which aimed to develop a systematic approach to the use of computers in the collection, processing and reporting of information relating to secondary schools and their pupils.

with problems to devote more time to them. In Shetland additional promoted posts were created to facilitate the national development programme.⁽⁹⁾

2.8.2 Changes in the distribution of responsibilities at assistant headteacher level have already begun in a number of regions, with a detectable shift from responsibilities linked mainly to some aspects of education to more comprehensive duties concerned with a stage of the school. Partly, this is expedient, since falling rolls and the consequent reduction of posts may oblige post-holders to combine responsibilities: partly it stems from experience over the last ten years; and partly it is because recent developments affect work across the subjects and require attention by promoted staff other than principal teachers. The concentration of national debate on issues that demand 'whole-school' policies has created a climate favourable to the development of new and influential roles for assistant and deputy headteachers. The main casualties of such changes appear to be 'generic' assistant headteacher posts in guidance and in administration.

2.9 CONCLUSIONS

2.9.1 The structure of promoted posts proposed in Circular 826 was introduced quickly, in spite of difficult staffing problems, and it has remained essentially unchanged. In a number of cases appointments were made on grounds of expediency and without a clear purpose, and the system has been ridding itself only gradually of the weaknesses that ensued. Selection and appointment procedures now appear to be firmly established

and to work well, within the limits imposed by present procedures to assess the competence of teachers.

2.9.2 The improvement of professional competence, and staff appraisal, training and development continue to be the major challenges that authorities, teachers and teacher associations have to face up to.

2.9.3 Authorities have made efficient arrangements to inform promoted staff of administrative matters and educational policies. A good start has been made in the use of computerised techniques in administration, organisation and forward planning.

2.9.4 The coordination of educational developments is much less formally organised but the measures introduced by authorities are making progress. In recent years the coordination of development has increasingly operated at national level, with implementation being left for authorities to organise, and this has affected the role in development to be played by management in schools.

2.9.5 This still leaves a number of very important aspects of management for authorities to encourage their senior promoted staff to give attention to: notably the effects of declining rolls on the balance of specialist qualifications across the curriculum and stages, and the interdependence of learning, teaching, guidance, and provision for whole-school matters such as learning difficulties. Authorities are encouraged to press on with their consideration of the roles of assistant heads in particular, in this revised context.

TABLE 2(A)

NUMBERS OF PROMOTED POSTS IN EDUCATION AUTHORITY SECONDARY SCHOOLS BY GRADE BY REGION: SEPTEMBER 1982

Region	No of Schools	Promoted Posts									All staff	Promoted posts as % of all staff
		HT	DHT	AHT	PT(S)*	PT(G)*	PT(A)*	APT(S)*	APT(G)*	Total		
Borders	9	9	8	20	123	24	—	39	23	246	523	47.0
Central	22	20	21	63	335	68	1	150	89	747	1527	48.9
Dumfries & Galloway	17	16	16	28	192	34	—	50	44	380	845	45.0
Fife	20	20	21	83	332	106	1	235	56	854	1813	47.1
Grampian	41	39	37	99	594	154	—	187	31	1141	2528	45.1
Highland	29	27	25	43	274	51	—	100	44	564	1171	48.2
Lothian	49	47	47	143	773	183	5	429	166	1793	3674	48.8
Orkney	6	6	3	3	31	3	—	3	6	55	120	45.8
Shetland	9	7	7	3	19	5	—	13	9	63	150	42.0
Strathclyde:	193	192	197	575	2920	692	2	1060	631	6269	13262	47.3
Argyll & Bute	9	9	9	13	104	20	—	15	11	181	377	48.0
Ayr	31	31	30	88	467	105	—	184	103	1008	2118	47.6
Dunbarton	25	25	26	81	380	86	—	148	98	844	1784	47.3
Glasgow	58	57	59	163	904	206	1	305	160	1855	3862	48.0
Lanark	38	38	37	137	589	168	—	252	152	1373	3086	44.5
Renfrew	32	32	36	93	476	107	1	156	107	1008	2035	49.5
Tayside	32	30	32	74	446	90	—	180	75	927	2074	44.7
Western Isles	15	12	11	4	26	3	—	14	4	74	238	31.1
SCOTLAND	442	425	425	1138	6065	1413	9	2460	1178	13113	27924	47.0

1. 'SCOTLAND' totals may differ slightly from addition of regional totals as a result of rounding of FTEs.

2. Approximately 270 miscellaneous promoted posts are not included in the table.

Source: Scottish Education Department Statistics.

*(S)—Subject (G)—Guidance (A)—Administration

TABLE 2(B)

AREAS OF RESPONSIBILITY OF ASSISTANT HEADTEACHERS BY REGION 1982

Region	Curriculum	Guidance	Leisure	Administration	Upper School	Middle School	Lower School	Other	Total
Borders	1	5	—	3	3	3	3	2	20
Central	14	17	2	13	3	4	5	5	63
Dumfries and Galloway	7	11	2	3	2	1	2	—	28
Fife	23	21	7	8	4	7	9	4	83
Grampian	23	34	7	17	4	3	6	5	99
Highland	8	18	—	8	2	3	4	—	43
Lothian	26	36	7	19	14	11	19	11	143
Orkney	—	2	—	1	—	—	—	—	3
Shetland	1	—	—	—	—	—	1	1	3
Strathclyde	118	131	9	91	63	65	82	16	575
Argyll & Bute	2	3	—	4	2	—	1	1	13
Ayr	43	30	1	4	1	3	1	5	88
Dunbarton	17	13	3	6	13	9	17	3	81
Glasgow	32	37	3	33	18	14	22	4	163
Lanark	5	28	—	26	21	28	28	1	137
Renfrew	19	20	2	18	8	11	13	2	93
Tayside	13	16	1	11	9	13	10	1	74
Western Isles	—	1	—	—	1	1	1	—	4
SCOTLAND	234	292	35	174	105	111	142	45	1138

1. 'SCOTLAND' totals may differ slightly from addition of regional totals as a result of rounding of FTEs.

2. For the purposes of the School Census, areas of responsibility for other than a single subject or a group of subjects are categorised as above by individual assistant headteachers in the statistical returns they complete.

Source: Scottish Education Department Statistics.

TABLE 2(C)

NUMBER OF PROMOTED POSTS BY GRADE BY SEX

SEPTEMBER 1982

	Number of Males	Number of Females	Females as % of Total	Total Number of Staff
HT	412	13	3.1	425
DHT	397	28	6.6	425
AHT	915	223	19.6	1138
PT Subject	4636	1429	23.6	6065
PT Guidance	913	500	35.4	1413
PT Admin	8	1	11.1	9
APT Subject	1553	907	36.9	2460
APT Guidance	654	524	44.5	1178
TOTAL	9488	3625	27.6	13113

Source: Scottish Education Department Statistics.**TABLE 2(D)**

NUMBER OF ASSISTANT HEADTEACHERS BY DESIGNATED AREA OF RESPONSIBILITY BY SEX

SEPTEMBER 1982

	Number of Males	Number of Females	Females as % of Total	Total Number of Staff
AHT Curriculum	216	19	8.1	235
AHT Guidance	179	113	38.7	292
AHT Admin	152	22	12.6	174
AHT Leisure	35	—	—	35
AHT Upper School	85	20	19.1	105
AHT Middle School	100	11	9.9	111
AHT Lower School	113	29	20.4	142
AHT Other	35	9	20.4	44
TOTAL	915	223	19.6	1138

Source: Scottish Education Department Statistics.**TABLE 2(E)**

PERCENTAGE TIME SPENT ON PROMOTED POST DUTIES BY GRADE BY REGION—1982

Region	Grade			PT		APT	
	HT	DHT	AHT	Guidance	Subject	Guidance	Subject
Borders*	90.1	69.7	34.4	14.3	9.2	10.7	7.5
Central	96.0	82.0	41.2	13.9	11.7	11.9	8.5
Dumfries and Galloway	84.8	49.7	28.1	14.4	10.5	9.6	10.8
Fife	96.5	78.2	33.3	17.7	12.5	12.6	8.9
Grampian	91.8	68.3	37.2	20.6	10.7	13.0	7.8
Highland	80.1	51.0	33.5	18.9	11.4	12.2	8.6
Lothian	96.6	78.4	40.8	22.2	13.1	15.8	9.8
Orkney*	48.2	33.1	19.1	10.8	13.4	11.9	6.7
Shetland*	69.9	24.3	17.8	15.3	6.9	13.9	7.7
Strathclyde:							
Argyll and Bute	91.5	41.5	28.8	17.0	9.0	10.1	7.3
Ayr	98.5	67.8	29.4	14.5	10.4	9.0	8.6
Dunbarton	92.8	55.1	29.9	14.8	11.8	10.8	9.7
Glasgow	94.9	52.7	31.2	21.8	13.0	14.6	10.5
Lanark	98.2	59.8	28.5	16.1	13.6	11.1	9.6
Renfrew	90.9	57.3	25.4	14.6	12.1	10.9	9.6
Tayside	93.7	60.7	41.0	16.0	10.8	11.1	8.7
Western Isles*	71.1	34.7	37.5	11.9	11.2	8.4	7.8
Scotland	91.7	61.3	33.3	17.9	11.9	12.2	9.3

*Regions with small numbers of teachers in promoted posts.

Source: Scottish Education Department Statistics.

3 The Responsibilities of School Management

After definition of some terms, this chapter deals with major aspects of the many factors that have made for greater complexity in schools: the wellbeing of all who work there, the curriculum, the management of resources, liaison, school administration and the management of change. The additional demands on management in remote and in deprived areas are described. Finally, the roles to be played at each level of management are discussed.

3.1 DEFINITION

3.1.1 Use is made of such terms as 'responsibility', 'accountability' and 'delegation' and it may be appropriate to indicate the sense in which they are being used. To delegate means to entrust or commit to someone else, and there is always the implication that the delegator has the right to withdraw the trust or commission. Consequently the delegation of any duty should always be accompanied by some element of control whereby the delegator can satisfy himself that the duty is being carried out effectively. Total abdication is not delegation.

3.1.2 When a task is delegated the person entrusted with the task, the delegatee, is then responsible to the delegator for its completion. He has an obligation to carry out the task as well as he can. Clearly when a task is delegated there must also be delegated the power to command the necessary resources and the authority to carry it out. Although a secondary responsibility has been created by delegation, the delegator has not divested himself of the primary responsibility he owes to his superiors. The responsibility inherent in any post cannot be delegated.

3.1.3 As part of his responsibility or obligation to his superior the delegatee is liable to be called to account for the way he has carried out his task. Accountability is part of the delegatee's responsibility and the calling of the delegatee to account is

one way in which the delegator retains control thus enabling him to discharge his responsibilities to his superiors.

3.1.4 In a local authority school the education authority delegates to headteachers the task of leading and organising their schools in such a way that the pupils will be educated in accordance with statute, including the wishes of their parents, and the policies of the authorities. It is for authorities to satisfy themselves that the task is being done well. This requires some form of control mechanism. In turn headteachers discharge their responsibility using the authority and resources that have been made available to them. They will delegate tasks and measures of authority to members of staff and will use their own control mechanisms to ensure that the tasks are being carried out properly. They consult colleagues through such bodies as boards of studies on questions of organisation or approach, but in the end it is they who must account to the education authorities for the effectiveness with which they have carried out their remit. Similarly, principal teachers may involve members of staff in decisions about the organisation of their departments, but it is they who must account to their superiors for the effectiveness of their departments.

3.2 THE HUMAN ENVIRONMENT

3.2.1 Pupils require to be well looked after if they are to feel secure and well motivated. Around them, the concern of management is to establish a benign learning atmosphere and a sense of order. If it is to run well, a school requires a code of conduct and efficient procedures for its implementation. Pupils must have the support of effective guidance arrangements.

3.2.2 Members of staff also require to be looked after and be well motivated. This requires careful planning of the work of the school, so that the wide range of talents represented among its teachers and support staff may be sensitively used and job satisfaction achieved. Participation by staff in the decision-making process not only brings out a wider range of ideas it lets staff demonstrate their

abilities and gains their commitment to school policies. Planning and the deployment of staff are both difficult tasks, and take time.

3.2.3 Effective communication has to be maintained with parents, all as individuals concerned for their own children, some as members of school councils and parent or parent-teacher associations, where they are concerned about all pupils. Contact has also to be maintained with the services provided by the authority, including advisers and the Child Guidance Service. Less frequent exchanges to be anticipated include those with medical and social work personnel, representatives of industry and the community—the clergy, the police, for example. If association with community is to have any significance for schools, management has to make a deliberate effort to foster it and allocate responsibility for this task to focal members of staff.

3.3. LEARNING AND TEACHING

3.3.1 The curriculum involves the senior management team in a complex range of consultations, planning decisions and executive action. The end in view is to know the pupils as well as possible and provide what each of them requires, wants, and is capable of undertaking. Planning of this order involves an understanding of the area where the pupils live, bringing together information about them from their former schools and other sources, and consulting their parents. It should be the aim of the school to establish curricular objectives that will meet as many of the requirements of as many of its pupils as possible and devise policies for achieving them. These have then to be presented to the staff for refinement through discussion, and subsequently stated clearly for the benefit of parents, pupils and teachers.

3.3.2 Once clear whole-school policies have been determined, appropriate courses and compatible syllabuses must be prepared. At this point, therefore, consultation and formulation of policies extend to the subject departments and individual teachers, whose best efforts will then be aroused. Meanwhile, pupils must be organised into teaching groups and teachers assigned to them. In determining where and by whom pupils will be taught, schools have to be sensitive to age and disposition on the part of the learners and teachers involved, and be assured that the range of activities is appropriate for the abilities of the learners. Variety in teaching styles is not the least important factor to be taken into account. All these considerations culminate in the construction of a timetable, which perhaps makes the primacy of this over all other

administrative tasks understandable. Timetables are, however, practical instruments: they seek to ensure that the best use is made of accommodation, and that staff and resources held in common are efficiently and economically employed and distributed.

3.3.3 The curriculum cannot be seen in isolation. A system of assessment must also be planned and made to work, not only to assess the performance of the pupils, but also to test the efficiency of the school's arrangements and the quality of the teaching. Guidance systems must also be kept under review, together with social education programmes and all the activities that go to make up an informal curriculum.

3.3.4 The management of resources calls for administrative as well as professional skills. The school buildings and their facilities provide for the school community and, in many cases, for the wider community also. This calls for negotiations to ensure that shared use is compatible with the needs and wishes of the users. Respect for and care of the fabric are essential if a school is to provide a good learning environment. Practical matters of health and safety are a statutory duty. Books, equipment and the newest developments in technology are costly and often fragile. Planning for the maintenance, use, and renewal of resources has therefore to be carefully carried out; requisitioning policies for new resources involve judgement as well as calculations. Such considerations call for efficient financial controls and prudent budgeting.

3.4. LIAISON

3.4.1 Much depends on maintaining continuing and harmonious contact with a variety of external agencies and professional, industrial and community groupings. Promoted staff are increasingly involved in visiting neighbouring primary schools. Such visits are essential if transition to the secondary stage is to be smooth and the learning process little disturbed. Contact with other schools, including special schools, is equally important, for social as well as educational reasons. Links with colleges and universities have the added significance of vocational goals to encourage schools to establish and maintain them.

3.4.2 Links with the wider community have proved to be numerous and varied, and it was the recognition of the need to present a consistent picture of their aims, activities and organisation to a complex audience that prompted many schools to prepare prospectuses before that practice became mandatory. Central to that audience are of

course the parents of the pupils, but schools must also have eyes and ears for groupings that differ as widely as local and national employers, trades unions and voluntary organisations, school and community councils, religious bodies from several denominations and ethnic groups. Members of the management team may find themselves involved in public meetings or interviews when prospectuses are discussed.

3.4.3 Pupils are involved in many outdoor activities, link courses, work experience, and community service, that take them beyond the formal organisation of a school. They frequent shopping centres and travel on school and public transport, and can make their presence in the wider community felt in a variety of ways. Such instances of interaction with the public call for positive public relations and rapid communication with key figures: they demand resourcefulness, tact, patience and good humour on the part of all levels of management. Schools are publicly accountable in behavioural as well as financial terms: it is necessary to draw up a code of conduct and discipline procedures that pupils understand and accept, in the interests of projecting an attractive public image of the school.

3.4.4 The overriding external relations for senior management remain their links with the employing authority. Both as representatives and as ambassadors, they are the means whereby the authority discharges its statutory responsibilities to the community. Headteachers in particular must therefore be conversant with local authority policy. The flow may be reversed, however, and through the management team the authority may be apprised of the most effective ways of getting the best out of the resources invested in a school and its community. The duty of the school to inform the authority should not be overlooked.

3.4.5 Links with national agencies are a permanent feature of the school year. First stands the Department, to satisfy the national requirement of accountability to the Secretary of State. It is necessary for the management team to possess administrative skills and experience of the system of statistical returns if procedures are to be effective and economical of time and effort. Parallel routines recur annually with the Scottish Examination Board. Dealing with these has considerable prestige in schools because of their importance for pupils and public. Certainly, in most schools they tend to be dealt with at the highest levels of responsibility. Increasingly, schools have become involved in local and national curriculum development, extending the network of liaison and communication more widely.

3.5 ADMINISTRATION

3.5.1 All promoted members of staff must be involved in administration in some form and must be good at it. Many of the tasks are unremarkable, dealing with mundane matters like attendance. Many are tedious but inescapable, dealing with timetable changes, staff absence, reports for children's panels. What is important about the hum-drum business of routine administration is that it makes an organisation function with a minimum of fuss or upset—if done well. An inadequately time-tabled school is likely to be one where morale is low. In the end, the principal function of the institution—the learning and teaching that goes on—takes place if all the parties are in the right place at the right time with the right things around them. The organisation of a school determines these conditions. But this is not to suggest that it must occupy the attention of senior management all of the time. To ensure that there is no breakdown in organisation is their proper concern. To this end, the highest administrative skill and experience of the working of a school may be devoted to monitoring the system, and reviewing its procedures to keep them tuned to the demands of change.

3.6 SPECIAL CIRCUMSTANCES

3.6.1 So far this chapter has dealt with the responsibilities of management as they apply in most schools. In rural and remote areas things may be very different. The character of that difference, however, tends to be a matter of degree or context. The welfare of pupils in widely dispersed areas extends to include lengthy journeys and complicated transport arrangements, and provision for bad and dangerous weather conditions. Residential or hostel responsibilities may be added to the list of management functions. The problems of liaison with primary schools—and parents—are multiplied: the responsibility remains and ought not to be neglected. Small secondary departments may be involved, presenting problems of curriculum coordination; and members of staff have to be more versatile and less dependent on centralised resources. School management involves a similar range of tasks for which different solutions may have to be found.

3.6.2 In contrast, some schools operate in areas of severe deprivation, or in communities with more than one differing lifestyle. In such circumstances they may be called upon to re-assess their priorities, shift the conventional emphasis and revise the expectations of the staff. An ability to deal with the unexpected human crisis may be as important as the capacity to organise the pursuit of academic goals. The atmosphere may be continuously

charged, affecting the morale of teachers as much as the motivation of pupils. The school may have to be a refuge, as much as a resource, for many pupils. In establishing a stance on community relations, staff-pupil relations, and involvement with other agencies, senior management may have to steer some members of staff through uncharted ways.

3.7 PREPARING FOR CHANGE

3.7.1 That 'education for change' has become a byword of published reports cannot alter the fact that schools are likely to be affected by change in almost every aspect of their work and contribution. Education for change is already at work in the learning and teaching processes. Schools are also vulnerable as institutions: in the use of school accommodation, placing requests by parents, the existence of school councils, they are under wide scrutiny.

3.7.2 As the first wave of comprehensive reorganisation subsides, a second wave breaks. Plans for the reform of educational provision for 16-18 year olds are already in process of implementation.⁽¹²⁾ The rationalisation of the post-compulsory system, involving schools, colleges of further education, and other institutions is imminent and must be contemplated positively. Professional relations are bound to be tested, so that strong but flexible leadership by senior management is essential while the national pattern shifts and then settles down. The configurations cannot be predicted with any certainty. Assuredly, however, many of those holding senior management posts at present will be required to see the process through.

3.7.3 The need to contemplate change in one important practical aspect is already upon the schools. The teacher's contract and conditions of service impose constraints on both the work of schools and their management, due to the fact that they were designed for conditions that are now outdated. Present regulations governing qualifications to teach in secondary schools and further education establishments also merit reconsideration. The longstanding emphasis on subject specialisms may be seriously at odds with both the downward trend in rolls and current curriculum development.

3.8 OVERVIEW

3.8.1 Above all other management responsibilities continuous assessment and review of all school activities takes precedence. It is the duty of management teams to evaluate the effects of decisions they have taken. To do this they require

knowledge of the practices current in the school, especially in the learning areas—classrooms, workshops, laboratories—where the future welfare of the pupils is the ultimate goal. From this they may judge whether the aims they have set themselves are being achieved, whether the policies they have devised are working. They have also to be knowledgeable about the guidance system and be able to consider whether pupils are benefiting from it. They should be certain that resources are adequate, and be informed about their effectiveness. The scale of this activity, virtually amounting to a complete self-appraisal system, provides a cogent argument for accountability between the management levels in the school. It is also the only effective preparation for rendering account to the authority and the local community.

3.8.2 The ways in which the responsibilities which fall upon the school are shared amongst promoted staff necessarily differ from one school to another but Tables 3(A) and 3(B) summarise the main responsibilities which are normally assumed by senior and by middle management. There is a significant difference in the scale of responsibility between the two levels of management: whereas the headteacher, depute, or assistant headteacher operates in relation to the whole school, or a major aspect of provision, the head of department and lower management levels are restricted for the most part to a single department or a specific aspect of provision. Earlier paragraphs have discussed whole-school responsibilities, so the paragraphs which follow examine the managerial tasks of subject departments and guidance respectively.

3.9 THE SUBJECT DEPARTMENTS

3.9.1 Effective management of subject departments is vital to the work of the school. Departments vary considerably in size, and certain management tasks involved in running them are subject-specific. Many other factors affect the scale and complexity of responsibility carried by principal teachers: the priority to be given to particular aspects of it and the amount of time that may be properly devoted to each. Certain subjects are described as 'academic', others differentiated as 'practical' or 'aesthetic'. The courses offered by a department may, or may not, lead to public examinations. Some subjects are taught in workshops and laboratories and others in classrooms. Some, like music, involve the employment of instructors, or ancillary staff such as laboratory technicians. Some are taught to all pupils; others to only a few. Depending on the subject, therefore, different combinations of factors govern the range of management functions principal teachers may be expected to fulfil.

3.9.2 There are several major constraints on the management of all subject departments. Most of the matters that affect the administration and organisation of the school as a whole involve decisions that can only be taken at a higher management level, or by the headteacher alone. Regional policies and guidelines, external examination syllabuses, curriculum papers, national reports and developments also act as powerful external influences in defining the boundaries within which principal teachers are expected to exercise their management responsibilities. Such matters as subject status, parental expectations, pupils' career intentions, and the intrinsic attractiveness of subjects—and their teachers—in the eyes of pupils play a part in determining the ways in which principal teachers see their task as managers.

3.9.3 Once determined, whole-school policies act more powerfully than the kind of external influences outlined above. A review of the courses in S1/S2 or for non-certificate groups in S5/S6, the implementation of an agreed policy on language across the curriculum, the submission of departmental syllabuses for approval, a change in curriculum design: these are the kinds of measures to which principal teachers are legitimately expected to respond by exercising the professional skills that are their stock-in-trade. This is consistent with the kind of development that the new structure of promoted posts was intended to achieve.

3.9.4 The variable quality of professional competence in almost all departments presents principal teachers with their most difficult managerial problem. If pupils are to be equitably treated, it is essential to find ways of exploiting individual talent for the benefit of all pupils, at the same time shielding them from the exclusive attention of the weak. This degree of fairness can be achieved only through cooperation and the projection of a team image. If the principal teacher fails to persuade his department of the justice of this approach its work may be little more than the product of a chance set of circumstances and personal inclinations. A well-managed department is supportive of all its members.

3.9.5 In turn, the members of a subject department have a right to know what is expected of them, what they should teach, what methods are recommended, and what resources are available, so that they may use their professional training and skill to best advantage. With efficient management less time has to be spent on problems that arise from uncertainty and distract attention from the actual business of teaching. All members of a department work more purposefully and confidently when they understand what subject matter they

are required to cover and the learning activities for which they are to be held responsible. Teachers are stimulated when they are encouraged to feel that their worth as individuals is vital to the success of the department as a whole. So the individual members of a department should be positively involved in reaching the decisions, planning the course, preparing the materials and implementing the teaching programmes that constitute the department's work. They also have a deeper commitment to policies if they themselves have helped to formulate and develop them. The ways in which a well organised department head fulfils his responsibilities provide valuable practical training for his staff. In his department too, new or inexperienced teachers find the security that helps them to realise their potential.

3.9.6 Essentially, the objective of a subject department is to provide the best possible learning experiences for the pupils. When teachers are suitably deployed, course activities well planned, resources always to hand, lessons carefully prepared, classwork and homework regularly checked and assessed, and all pupil-contact periods used to full advantage, the pupils gain. The supportive framework provided by its head minimises the effects of unevenness in teaching quality and the discontinuities of staff turnover or teacher absence. Even in small matters, good working habits in teachers set an example for learners to follow.

3.10 GUIDANCE SYSTEMS

3.10.1 Guidance systems include contributions from three main groupings: the promoted guidance staff, the extended guidance team, and adults from various supporting bodies. Guidance activities sometimes occur as part of regular time-tabled provision: for example, group guidance, social education. Others are related to the stage pupils have reached in their school careers: for example, transfer from primary school, admission to S3, transfer to higher or further education. Some are continuous: for example, help and advice of a curricular nature, monitoring of individual progress. Some occur spontaneously: for example, self-referrals, parental requests, behaviour problems, referrals by staff or other agencies. Over and above these activities there is work of a more specialised nature: for example, primary/secondary liaison, links with the local community, health education, careers guidance, link courses, work experience, leavers' programmes, resources. It is for the promoted guidance staff to organise these activities and ensure that they are carried out. The main categories of guidance responsibilities are set out in Table 3(C).

3.10.2 The fundamental aim of guidance is to make sure that every pupil is known to some teacher, who can be turned to for help in matters of a personal or educational nature. At its best guidance is a planned approach to the organising of personal, curricular and vocational advice as pupils move through the stages of secondary education. Promoted guidance staff are concerned with guidance in the round. Suitable administrative arrangements and the support of an extended guidance team of tutors or form teachers are essential to the operation of a comprehensive service. The main focus of the work is regular contact with pupils, closely followed by monitoring general progress, selecting appropriate courses and developing and appraising suitable vocational opportunities.

3.10.3 Supported by a system of this order, pupils may learn to work purposefully, make informed choices, develop reasonable attitudes and make the most of their individual abilities. The promoted guidance staff therefore start by assessing the composition of the school population so that they may make the proper kind of provision for them. They are there to help pupils with individual problems; but there are also problems that may be anticipated because they are common to certain age groups and occur as part of the normal process of growing up.

3.10.4 By helping with personal problems, identifying under-achievement and taking appropriate measures to ensure that the necessary support is forthcoming, guidance staff strengthen the working relationships between pupils, parents, teachers and other adults generally and enhance the significance of the school as a civilising influence on all who belong to the school community. It can be argued that any school that fails to provide the care

and support of an efficient guidance system is failing to create the conditions in which pupils can benefit from all other aspects of school provision. If pupils do not gain in self-esteem and social competence as a result of their schooling, the school's arrangements for pupil guidance cannot be said to be meeting their needs as learners, as adolescents or as future members of an adult society.

3.11 GUIDANCE AND CHANGE

3.11.1 Discussion of guidance matters has tended to emphasise its structural features rather than the principles upon which the structure was to be based. Favoured forms of organisation included the 'vertical', such as house systems, and the 'horizontal', such as year systems. In one or two schools the two were combined. A feature of the period since 1976 has been the degree of exchange of one system for the other, as schools have become aware of imperfections in their adopted systems, or as staff changes have led to the introduction of new ideas. Changes to 'vertical' are almost always made in an effort to enhance the social education of the pupils. 'Horizontal' forms of organisation enable guidance staff to have an overview of the whole learning experience of the pupils for whom they are responsible. There is something to be said for both as managerial objectives. What is perhaps important is that the efficiency with which the chosen form is organised should persuade those who work in it to fulfil their objectives. Much therefore depends on the quality of the staff who run the system, and the closeness of their contacts with other colleagues carrying different management responsibilities at the same stages. The same pupils are involved with both.

TABLE 3(A)

Categories of Work	Main Aspects
The formulation of whole-school aims and whole-school policies	Determination of purposes and ethos of the school; Formulation of policies, using professional expertise and knowledge; Judgement of priorities; Calculation of focus and pace of development; Provision of overview; Creation of continuity and stability; Identification of trends and long-range planning; Interpretation of regional and national policies in the context of the school.
Resource management	Formulation of policies for requisition, deployment, use and evaluation of resources, including teaching materials, equipment and accommodation; Linking of acquisition and build-up of resources to curricular and other policies; Adjudication on allocation of resources in the interests of the school as a whole; Contribution to policy on operation of consortia where applicable.
Personnel Management	Ensuring that sound working relationships are established at all levels; Making appointments and arranging deployment of staff to provide for subjects and other aspects of the curriculum; Anticipation of future requirements; Coping with crisis conditions; Explanation of compromise staffing arrangements; Monitoring of effectiveness of teaching, to ensure pupil well-being and to seek to improve staff efficiency; Identification of broad inservice training priorities.
Communications	Provision of information about the policies and work of the school to teachers, ancillary staff, pupils, parents and interested bodies; Explanation of decisions; Reception of views and comments; Consultation; Promotion of involvement and commitment of a range of persons and interests.
Administration	Creation of optimum conditions for work of staff and pupils by, for example, timetabling, course options, school rules.

MANAGEMENT TASKS OF PRINCIPAL TEACHERS (SUBJECT)

TABLE 3(B)

Category of Task	Aspects
Curriculum management and maintenance of work standards	Subject aims and guidelines; Syllabus and course design; Teaching methods; Programmes of learning activities; Monitoring of pupil performance; Assessment.
Resources management	Use of accommodation; Teaching materials; Equipment; Stock control; Requisitions.
Personnel management	Staff deployment; Inservice training; Monitoring of staff performance; Delegation of responsibilities.
Administration	Determination of departmental policies; contribution to shaping school policies; Departmental timetabling; Day-to-day working arrangements; Communications; Completion of returns; Liaison.

MANAGEMENT TASKS OF PRINCIPAL TEACHERS (GUIDANCE)

TABLE 3(C)

Category of Task	Aspects
Policy	Definition of aims and methods, within school policy, for guidance and social education; Contribution to formulation of school policy on curriculum; Treatment of children at risk.
Resource management	Review and rationalisation of existing provision; Anticipation of future requirements; Acquisition and display of relevant literature and monitoring of its use; Stock control and requisitions, including video resources and other new technology.
Personnel management	Staff deployment, including guidance activities of teachers without a designated guidance post; Staff development; Monitoring of performance of guidance staff and extended team; Delegation of responsibilities.
Administration	Programmes of visits, talks, interviews; Information gathering, storage and retrieval; Communication with staff, parents, employers, specialist agencies.
Discipline	Arrangements for interviews and disciplinary procedures, according to school policy.

4 School Management in Practice

This chapter contains a description and evaluation of the response of secondary schools to the areas of management responsibility indicated in Chapter 3. The priorities assigned by schools in general to the management tasks are outlined. This is followed by an appraisal of the operation of school management at senior, middle and junior levels.

4.1 PRIORITIES

4.1.1 Few schools declare themselves openly on management priorities. Yet if this is not done it is difficult for senior management to ascertain whether the staff are working towards the same ends. Even in the most clearly stated examples the communication of priorities to staff is often less than efficient. Nevertheless, it is possible to reach general conclusions about the major management preoccupations of most schools. These are dealt with here in approximately the order in which schools give them priority.

4.1.2 The administration of the school is seen as a very high priority. It includes preparing and adjusting the timetable, administering school finance, and dealing with registration; organising school events, preparing for crises such as bad weather, making arrangements for examinations, setting up and servicing school committees, dealing with returns to the authority, the Department and the Scottish Examination Board, and all the other details that underpin school organisation. All levels of the management structure are involved in such duties and it is of course essential for these tasks to be carefully carried out. It is nevertheless open to question whether routine administration should be allowed to absorb as large a proportion of the time and energies of senior management as was observed in the schools.

4.1.3 Partly as a result of the legislation that introduced prospectuses for all schools, communication in a variety of forms has commanded increasing attention from senior management.

Pupils and parents are now normally better informed about the curricular choices available at vital transition stages. Bulletins for members of staff dealing with daily or weekly matters, and staff manuals, usually of high quality, are now fairly common. It is an increasing practice for head teachers to prepare papers on school policy as a basis for discussion at meetings of teacher groups. Subject departments are beginning to acknowledge the value of liaison with each other. More schools are making formal arrangements for the members of departments to meet. Schemes and programmes of work are better prepared and more detailed, though they often lack the supportive framework of a policy for the whole curriculum in many schools, and are seldom reviewed or formally endorsed by senior management.

4.1.4 The management of guidance comes relatively high in the priorities of almost all secondary schools. The various aspects of guidance are now firmly rooted in management structures, and relatively clear statements of policy and practical guidelines are usually available. The management contribution is mainly procedural and is likely to stop short at arrangements for interviews, profiling and information retrieval.

4.1.5 Rather less importance is attached to consideration and review of the curriculum, yet this presents headteachers and boards of studies with their greatest challenge, both professional and managerial. Against a curriculum determined largely by a national subject-based examination system and entry to higher institutions conditional upon success in subjects, schools have to set the quality and balance of qualifications of their teachers, all specialists in subjects. The subject departments are thereafter virtually free to decide what to teach (within the national syllabuses), when things should be taught, and how they should be presented. The task of management has been confined to arranging for choices between subjects from the range of options available, and the allocation of periods for study. The importance of recent developments, notably the national development programme at S3/S4,⁽⁹⁾ has had a stimulating effect upon schools, which have been obliged to look more broadly across the curriculum

they have been providing. The thoroughness of any review, however, seems to have depended on the extent to which authorities called for some action, or merely commended issues to their schools for their attention.

4.1.6 There was evidence of the existence of procedures for managing resources in the sense of ensuring that they were available or that money might be found for funding departmental work. What appears to be uncommon is a regular review of the use of resources or an evaluation of the effectiveness of their contribution. Some schools have set up resource centres but not all subject departments seem prepared to take advantage of them. Most schools would benefit by devising their own programmes of development and training of staff in resource-based learning and teaching.⁽¹³⁾

4.1.7 Matters affecting members of staff such as room allocations, timetabling arrangements and cover for absence are efficiently dealt with. Their professional welfare does less well. The overall training requirements of the teachers employed in schools are not normally analysed, nor is there evidence of a systematic approach to individual needs. Reviews of the professional development of individual teachers are virtually unknown. Induction programmes for new members of staff, whether they are probationers or not, are rare. It is usually left to heads of department to look after newcomers. Clearly, much remains to be done.

4.2 SENIOR MANAGEMENT

The senior management team in a school is composed of the headteacher, the deputy headteacher and assistant headteachers. The main responsibilities of senior management were described in Chapter 3 as formulation of aims and policies, resource management, personnel management, communication and administration. In the paragraphs that follow the work of headteachers, deputy headteachers and assistant headteachers is considered in turn.

THE HEADTEACHER

4.2.1 Most headteachers have derived considerable benefit from the appointment of additional senior promoted staff and guidance staff and have generally found little difficulty in delegating tasks. They have often failed to make clear the high expectations they have of promoted staff, or failed to follow through these expectations by insisting that promoted staff should regard themselves as fully accountable for what they do, or fail to do.

4.2.2 Freed of many of the administrative tasks that previously engaged much of their attention,

headteachers have taken the opportunity to give careful thought to the numerous curricular demands being made on their schools and to the changes of relationship within them and, more widely, between school and community.

4.2.3 Headteachers have concerned themselves increasingly with developing an educational philosophy for their schools and stating their aims. Most of them attempt to co-ordinate the diverse activities in which their complex establishments are engaged; they are prepared to declare priorities, adjudicating, if necessary, between competing claims for resources. To the extent that they make it their business to undertake close study of teachers and pupils at work, they judge the effectiveness of the learning and teaching process: on the same basis they also identify the problems they must solve as managers in the short or long term.

4.2.4 The quality and performance of the headteacher are key factors in determining the 'success' of a school. Most heads combine personal qualities and professional competence; most lead their staffs with purpose and many are impressive in the way they do so. However, the results all too often fall short of what might be. In a number of major aspects of the work of the school a more direct lead from the top, communicated clearly to subordinate staff and linked with a requirement to report back on what has been achieved would greatly enhance the effectiveness of headteachers. There is clear evidence that more attention requires to be given to the formulation of whole-school policies covering all main aspects of the work of the school; the effective communication of these policies; and the establishment of procedures to monitor the implementation of policy and to evaluate performance. Above all there is a need for policies on the management of curriculum development.

THE DEPUTE HEADTEACHER

4.2.5 Many of the responsibilities allocated to deputy headteachers have remained unchanged despite the introduction of the new structure. Apart from the major duty of deputising for the headteacher during his absence, many deputy heads are still occupied with administrative matters alone: timetabling, reallocation of teachers to cover for staff absence, day-to-day administration of the school, arrangements for school examinations, and discipline. The performance of these duties is beyond doubt essential to the smooth running of any school, but they are very time-consuming. It is open to question whether such tasks need bear so heavily upon one person, particularly at the deputy headteacher grade. Indeed some of the functions might be handled by non-teaching staff.

4.2.6 A number of schools have departed from convention and sought to involve the depute heads in more professionally demanding tasks. Some have responsibility for overseeing teaching competence. Others have given a lead in the development of aspects of the curriculum such as social education. Some include chairmanship of staff committees on such matters as whole-school assessment as part of their duties, some were seen to be concerned with the production of discussion papers or action documents designed to effect implementation of school policy. Experience gained in important tasks like these constitutes a valuable source of training for potential head-teachers.

THE ASSISTANT HEADTEACHER

4.2.7 Schools have now been free to experiment with assistant headteachers for over ten years. It was expected that, as time passed and schools acquired experience, adjustments would be made to the detail of job specification and time allocations, and that relationships with other grades would become clear. In the event the posts remain largely unchanged from the projections of the Green Paper. Where change has occurred, it has tended to be of a minor nature and in response to change in personnel rather than as a result of any decision to re-shape the structure as a whole.

4.2.8 Practically all schools adopted the patterns of deployment indicated in the Green Paper. Virtually all of them introduced posts with the recommended designations: Curriculum, Guidance, Lower/Middle/Upper Stage, Administration and Leisure. A clear majority favoured the creation of designated Curriculum and Guidance posts with whole-school responsibility for these central aspects. The introduction of posts with comprehensive responsibility for year stages was favoured by some education authorities from the beginning. The proportion of such posts has increased during the decade until approximately one-third of the schools now employ this approach in one form or another.* Administration posts were introduced in almost one-half of the schools, particularly if they were large. Posts wholly concerned with leisure, initially popular in larger schools, have declined in number and today appear in no more than one-tenth of all schools. From the beginning, smaller schools were obliged to create posts which combined functions such as Guidance and Leisure, or Curriculum and Administration. A considerable variety of combinations inevitably emerged.

4.2.9 The fact that the re-structuring of promoted posts took place before the reorganisation of local government has meant that different patterns of deployment are found within certain regions. In

Strathclyde Region, for example, Lanark Division still retains a high proportion of 'stage' posts; and Dunbarton Division has an even spread of posts. A relatively high number of Administration posts are to be found in Glasgow Division. Some regions continue to favour the whole-school approach to deployment based on Curriculum/Guidance/Administration/Leisure posts. Others, particularly those with small schools, introduced posts with less specific duties. It has proved to be more difficult for the occupants of such posts to develop the knowledge and expertise (not least in curriculum matters) which the performance of their various duties requires. Lines of communication tend to become unclear and it is often difficult to determine where accountability lies.

4.2.10 Although the broad areas of responsibility have not changed significantly, progress has been made in a number of directions. Job descriptions are more precise and task-related. Time allocations more realistically reflect the variety, scale and range of duties to be undertaken. An effort has been made to describe and communicate the nature and purposes of the posts more effectively.

4.2.11 The posts concerned with the curriculum have not achieved their potential. In many cases the rigour of their duties has not been professionally more demanding—as the structure implies—than that of principal teachers. Too often, holders of Curriculum posts have failed to demonstrate a distinctive contribution to management: overview of the curriculum; advice in the technical aspects of curriculum development, including assessment; planning for and determined management of the implementation of national and regional developments. Many have remained in ignorance of the work of the subject departments, insufficiently involved in the formulation and explanation of curricular policies, the allocation of teaching resources, and the deployment and career development of teaching staff. The autonomy of subject departments has proved to be a barrier to the influence of the assistant headteacher, and has put a brake on the development of whole-school curricular policies. The pace and complexity of current developments are beginning to force on schools a reappraisal of the curricular functions of assistant headteachers.

4.2.12 Holders of Guidance posts have fared better. The development of guidance systems has not been constrained by tradition, and has the benefit of clearly defined aims. On the whole, guidance in operation has steadily improved throughout the decade as a result of the efforts of the assistant headteachers. House systems, or

* See Table 2(B).

other forms of pupil grouping, have generally succeeded in providing pupils with basic pastoral care and have contributed to their social education. The major shortcomings have been an inability to coordinate the activities of the whole guidance staff, to engage the support of the rest of the staff in the general work of the guidance system, and a failure to take sufficient account of the characteristics of the school population, including behaviour trends, in formulating policies. Guidance staff have often found it difficult to balance management responsibility and close attention to the circumstances and needs of individual pupils. Where there is a preoccupation with the latter, the essential differences between the role of the assistant headteacher and those of principal and assistant principal teachers tend to be obscured.

4.2.13 Assistant headteachers holding Administration posts have a relatively high status in the eyes of the profession: their contribution to staff well-being is soon recognised by other teachers. Like the deputy headteacher's their influence on the day-to-day life of schools can be marked. They bring order and stability to a large and bustling establishment. They may regulate the substantial expenditures that are incurred. They are central figures in a complex of arrangements for communication with pupils, teachers, parents and others. Their skills improve the general efficiency of the school. Many instances were noted of individuals fulfilling all or most of these expectations. It was also evident that a minority of post-holders possessed little talent for the duties required of them and undertook little more than the most routine administrative tasks.

4.2.14 Assistant headteachers holding Leisure posts have found themselves operating in a contracting sector of provision. As a result of financial constraints the rapid development of leisure activities envisaged in the early 1970s has not taken place. Of all assistant headteachers, they have been most affected by change in functions. Some posts no longer carry this designation. Others survive within combined posts which put an emphasis on curricular, guidance or administrative responsibilities.

4.2.15 The 'stage' approach to the appointment of assistant headteachers has been adopted, in the main, by larger schools. The advantage for them clearly lies in the creation of smaller, more manageable units with a clear social identity: lower, middle, and upper schools. An opportunity is presented to give comprehensive attention to the needs of pupils in all their variety. The posts have confirmed the arguments for their introduction and clearly serve a valuable purpose. In smaller schools stage posts have the advantage of combining in a

single person a range of responsibilities. The disadvantages of the posts are similar to those that characterise the 'vertical-horizontal' controversy in the area of guidance: a weakening of the influence, if not the authority, of those with specific responsibilities in the curriculum or guidance; discontinuity as pupils progress through the schools; and the need for more complicated systems of communication. The 'stage' approach tends to be favoured by teachers for the simplification of procedures it can mean for them.

4.3 MIDDLE AND JUNIOR MANAGEMENT

The principal teacher and assistant principal teacher grades respectively constitute the middle and junior levels of management in secondary schools. They have responsibilities in subject departments or in guidance.

SUBJECT DEPARTMENTS

4.3.1 Most principal teachers administer their departments with reasonable efficiency, but weakness in a number of important professional respects was observed. In a significant number of the departments visited no statement of policy had been prepared. Some departments were deficient in devising, maintaining and developing comprehensive teaching programmes. Few schools were without some departments that fell short in course design, choice of content, teaching approach or assessment of performance. Syllabuses and schemes of work lacked a local dimension or relevance; their contribution to courses where planning for different stages or abilities of pupil was important was weak. This affected in particular courses for pupils in S1/S2 and for those not proceeding to Certificate presentation in S3/S4. It is a matter of grave concern that so many instances were found where departments had devoted little time, attention and skill to such fundamental matters.

4.3.2 Principal teachers rarely took steps to become familiar with the teaching approaches adopted by members of their departments by visiting their classrooms. Few regularly scrutinised the work given to or completed by the pupils. An exception was usually made in the case of probationer teachers: the latter expect to be given help and readily accept it. They are also aware that their performance must be assessed for final certification. Among the generality of teachers, however, promoted and not, the convention is widespread that professional status and autonomous, unsupervised teaching are inseparable. The management of most departments, therefore, stops short at direct intervention in the act of teaching so that performance may be modified or improved. There

were plenty of examples in the survey to suggest that the advantages to be gained through skilled guidance by an experienced principal teacher are considerable. From the evidence of outstanding departments it is clear that good leadership can raise the level of teacher performance. First hand knowledge of all members of a department is vital to its effective management.

4.3.3 Principal teachers gave high priority to the provision of suitable books, material, apparatus and equipment. Resources for subject departments were adequate. Selection, organisation and allocation of resources played an important part in determining the content of courses and the teaching methods employed, and, in many instances, constituted the principal means of affecting the work undertaken by departmental staff. Much of the evidence suggests that in a not inconsiderable number of departments resource provision took precedence, both in time and in importance, over all other management tasks. Instances were noted, nevertheless, of departments in which principal teachers had manifestly failed to organise and manage resources satisfactorily.

4.3.4 Staff training, staff deployment, the supervision of staff performance and delegation of departmental duties were generally weak. In many departments teachers were not encouraged to work together, but went their own way. Wide variations in performance were common: they either went undetected or the teachers were left to their own devices. There was a general absence of discussion in departments and a failure to involve other members of staff in making decisions or undertaking development. Thereby valuable opportunities for training and a means of improving professional skill were lost.

4.3.5 The post of assistant principal teacher (subject) was created to provide assistance for principal teachers in running larger subject departments. Principal teachers generally have freedom to deploy their assistant principals according to the needs of their departments. In any one school, therefore, they may be employed in different ways in different departments. The survey revealed a number of subject departments in which assistant principals had no clearly defined curriculum responsibility. Such instances, however, were not common. In smaller departments an assistant principal may assist the principal teacher with administration, and deputise for him in his absence. More often than not, he undertakes a range of tasks that have been identified for him by the principal teacher. These are usually related to the practical aspects of teaching, such as responsibility for a branch of a subject, or particular stages or groups of pupils. Other tasks are related to requisition

and stock control of resources, the department library, and audio-visual material. Liaison with other departments or feeder primary schools; keeping departmental records; extra-curricular activities associated with the department; and health and safety arrangements: these are other areas in which assistant principals were profitably employed. Written job specifications often included a contingency clause to the effect that the assistant principal would undertake 'any other duties specified or requested by the principal teacher or headteacher'.

4.3.6 In general, stage-related responsibilities were most frequently allocated to assistant principal teachers in English, mathematics and science, while specialist responsibilities were more commonly found in technical education, home economics, art, music and physical education. Stage-related and specialist responsibilities were often considerable, and included accountability for the use of departmental funds. Discussion with assistant principals during the survey revealed that many of them felt that their duties were important, consistent with the grade of post and beneficial in providing training and experience for promotion. Stage-related tasks now offer opportunities for genuine curriculum development based on, for example, integrated science, and 'Tour de France' and Foundation courses. Along with specialist tasks they involve responsibilities that differ only in degree from those exercised by principal teachers.

4.3.7 Assistant principal posts have been welcomed in schools, particularly as a means of reducing the load on heads of large departments. A number of points call for immediate attention. Most important, perhaps, is the need to establish some degree of comparability among the duties allocated by different departments. This is clearly a matter for senior management, and it has the added advantage of bringing younger managers into contact with the senior management team. Assistant principals appear to have little contact with the management structure as a whole except through their heads of departments and therefore it is difficult for them to feel that they are contributing to school policy—access to which is essential for responsible and possibly ambitious young teachers. Organisationally, assistant principals in science and social subjects may encounter an additional disadvantage in working in two or three separate departments. Their line management becomes over-complicated, and it is desirable that it should be simplified to one person with a nominated managerial responsibility for them.

GUIDANCE

4.3.8 'Guidance in Scottish Secondary Schools' (1976)⁽¹⁴⁾ noted that job descriptions for guidance

staff were fairly common. Many schools now also produce policy statements from which the functions to be undertaken by principal teachers and assistant principals (guidance) may be inferred. It is clear that with the passing of time and gaining of experience responsible members of staff take the initiative more often than formerly. There is less recording of information, more observation, diagnosis and discussion. Guidance staff engage more often than they did in matters of course options and levels of learning difficulty. Other areas of responsibility that are firmly established include liaison with primary schools and external agencies, coordination of social education programmes and the work of the teachers involved in them, and the attendant areas of careers education and health education. Schools are generally agreed that this is the proper stuff of guidance programmes and the prime concern of promoted staff in the guidance team. They still have some way to go, however, before the different levels of management can settle down in accustomed roles.

4.3.9 Of the problems only a few can be mentioned here. The view is still widespread that the guidance of senior pupils should be the prerogative of headteachers, or at the least members of senior management teams. The arguments on both sides are reasoned, but it is important to remember that the unity of the guidance system may be at risk. On one side, continuity of contact is advocated, especially because continuity is crucial for pupils in trouble, or with learning difficulties, who nevertheless remain at school beyond the statutory leaving age. Separate treatment of senior pupils can be argued on the basis of the 'horizontal' organisation of guidance systems. However, it has been contended⁽¹⁵⁾ that change at this late stage, after a period of continuity, calls for abrupt adjustment to new relationships on the part of the pupils, often with members of staff whom they do not know well, and nice decisions about priorities on the part of members of staff who generally have many other demands upon their time.

4.3.10 The progress in curriculum guidance reported in 'Guidance in Scottish Secondary Schools'⁽¹⁴⁾ has been maintained. The curricular functions of guidance staff are clearly defined in most schools, particularly in matters of course and subject choice at S2/S3. Their contribution is marked with the greater authority of experience and the precision of more efficient observation and recording of information. In turn the reports they receive from subject departments on pupils are fuller and more detailed. This makes for better information and advice for parents. Less success is reported at S4/S5, partly because of the effects of the transfer of functions reported above. Guidance is still some way short of influencing curriculum

policy in general. Progress is also slow in the development of a convincing policy for personal guidance.

4.3.11 The practice of employing register or class teachers to undertake pastoral duties in addition to those administrative duties that fall to them has tended to become devalued. In some of the schools most recently inspected the registration system had been reinstated and its association with guidance emphasised. Guidance staff were often given responsibility for coordinating year groups of register teachers, and providing training for them. By adopting such an approach the registration system was given a greater sense of purpose, and the managerial role of guidance enhanced.

4.3.12 Although the responsibilities referred to in paragraph 4.3.8 have begun to emerge more clearly, their association with particular levels of post remains confused. In the majority of the schools visited principal and assistant principal teachers at the same stages had similar workloads and period allocations, the latter tending to depend on subject teaching commitments. Job descriptions for assistant principal teachers generally required them to act alongside the principal teachers to whom they were notionally responsible. There was considerable variation in the tasks allocated to the different guidance posts: responsibility considered to be appropriate for an assistant head in one school might be allocated to an assistant principal teacher in another. In a small percentage of schools principal teachers had smaller caseloads than assistant principal teachers, yet had more time to deal with them.

4.4 CONCLUSION

4.4.1 In concluding this account of the findings of the survey it may be opportune to emphasise that, despite the weaknesses that have been frankly described in this chapter, the main features of the structure introduced by Circular 826 have been shown in practice to be well conceived. Rapid progress has been made in integrating the structure into school organisation and having it accepted. Guidance systems have responded well to the stimulus given to them by formal management, and in the assistant principal rank schools have discovered an indispensable resource for accomplishing countless unremembered tasks. They have been less courageous or imaginative at assistant headteacher level, even allowing for the sheer novelty of the rank; but the quality of many assistant heads bodes well for the future of Scottish education. The most obvious discrepancy between expectation and practice lies in the area of priorities, particularly in dealing with the curricu-

lum and attendant matters such as learning difficulties. This inevitably brings this report to the challenges that await those upon whom responsibility for learning and teaching the curriculum eventually falls—the subject principals. This cannot

be divorced from the changes that will affect the organisation of learning and teaching. It is to the discussion of what change portends, and its consequences for management, that the report now turns.

5 Discussion

Proposals for a reformed management structure made over a decade ago have been described in earlier chapters. Their implementation by authorities and working out in practice in schools have been assessed against a number of inferences and assumptions listed in Chapter 1 and expanded in Chapters 2 and 3. This chapter deals with some of the problems identified in Chapter 4. It argues that the most important of these are the adjustment of the structure to the changes facing schools and the management of change itself. Measures are suggested for improving the effectiveness of management in dealing with these problems.

5.1 THE MANAGEMENT OF CHANGE

The main aspects of the changes affecting schools are well known. They fall into a number of categories, and these may be useful for purposes of classification, and possibly for treatment by management in practice.

5.1.1 The repercussions of curriculum change are already compelling schools and other institutions to effect adjustments in their arrangements for teaching and learning. Reforms at every stage of the secondary school are afoot, or imminent. Some of these are likely to necessitate cooperation with other schools in both primary and secondary sectors, and, to a degree never before contemplated, with institutions in the post-school sector. As courses are more sensitively devised to provide appropriate education for the whole range of ability for longer periods in the education system, the contributions of the subject departments are likely to assume different proportions, and the nature of these contributions to take on a different character. New subjects, and new combinations of traditional subjects, can be confidently expected to join those such as computing that have already entered an over-crowded curriculum. Experiments in the duration of courses, and in the forms in which they are presented—'clusters' of short courses or

modular components—are already matters of national implementation.⁽⁹⁾⁽¹²⁾ The certification system is being radically reviewed at national level, and the effects in schools are inevitably felt by stages only indirectly involved. Tasks in curriculum reform of this magnitude are the proper focus of senior management attention. Preparation for yet further changes impels a subordination of other interests in order to give the curriculum the full attention it commands.

5.1.2 Organisational change on the scale and pattern of the single movement to comprehensive education occurs only rarely. The current bout of organisational changes is, by contrast, phased, affecting some stages now, others later, some, so far, not at all. Comprehensive reorganisation was, moreover, the result of a deep national desire for educational and social justice. Change today is somewhat different; it is rather more of a pragmatic response to facts such as declining numbers of school pupils, certification for all of them, and technical innovation in curriculum and methodology to bring education into line with the needs of a technological society. Presented with these facts, school management is expected to get on with the task of organising for them according to guidelines laid down elsewhere.

5.1.3 Another series of changes may be anticipated, with implications for the relatively unchanged internal patterns of school organisation and routine: class groupings; schemes of work; above all, timetables. This series is likely to come about as a result of movements across the frontiers of the traditional sectors, particularly at the 10–14 stages and in post-compulsory education, to reinforce continuity of process and extend choice and appropriateness of courses. The achievements of these pedagogical objectives is likely to be accompanied by rationalisation of provision, including relocation of activities, shared accommodation, and collaborative teaching on the part of traditionally separate sectors of the profession. Here the test for management in schools will be its capacity to work with management in other institutions, share facilities and ideas, and collaborate in making learning and teaching effective wherever its location. The internal management structure may

have to take on more external commitments than it has so far done, or be prepared to adjust to a new role in larger federations of institutions. In those changes, senior management teams will have to have something to contribute if they expect to be heard.

5.1.4. Environmental change may be described as due to forces emanating from the world around schools. At one extreme there are straightforward demographic factors such as population decline, and the economic erosion caused by industrial decline, both of which bring their own social consequences to bear on schools. At the other there are changes in the *MORES* of the times, suspension of belief in the old values, and the impact made by competing cultures and lifestyles. The issues involved are made more vivid, yet simplistic, by modern mass media that accelerate and influence the environmental change of which they are part.

5.1.5. Better communication with parents and the wider public generally is helping to break down the insularity of schools as institutions and the exclusiveness of teachers as a profession. Some of this, no doubt, will be attributable to the introduction of prospectuses, freer choice of schools, and the publication of reports of inspections. The inner dynamic for institutional changes of the future, however, is most apparent in movements towards a view of schools as community resources, education centres, and concourses for the social and recreative activities of people of all ages. At the same time, schools are still expected to stand for 'something' by large sections of the community. What they stand for has been compounded, often over many years, into an ethos or tradition. Schools are also expected to transmit the established values and national ethos to their pupils, whom they seek to fashion in an image likely to be acceptable to the majority. School management is therefore given the task of balancing institutional transformations, public expectation, tradition and change. In attempting this difficult synthesis, they have to reconcile their solution and the rapidly changing, often ephemeral, attitudes and emerging perceptions of their clients. Professional opinions differ on the extent to which any of these matters is relevant to the professional business of schools, which confronts senior management with another set of negotiations.

5.1.6. The senior management teams whose responsibility is to weigh up the arguments and evidence and devise solutions to these equations are sometimes dauntingly small. Environmental and institutional change are nevertheless likely to alter irrevocably the nature and characteristics of the 'school' experience. This presents the profes-

sion with issues of identity and function which require a full contribution from the staffs of schools, calling on all the intellectual and imaginative resource they can muster.

5.1.7. Preparing for change of this order cannot therefore be the prerogative of any single member of staff. It means considering all the omens as they present themselves in school, community and further afield. It means a search for procedures and a plan for going forward. The whole staff ought to be involved, with the board of studies as the centre of the operation. For the members of the board the exercise is deliberative, consultative and eventually decisive, and demands a pooling of their combined professional experience. Their discussion should invite a contribution from all members of staff, with the aim of preparing a joint strategy for change that can be communicated without difficulty to pupils, parents and public. From the headteacher a high order of leadership is the first requirement, and a flair for public relations. From those who run the substructure of delegated responsibilities it requires a realistic assessment of what may be achieved without impediment to the development tasks schools are already charged with.

5.1.8. The extent to which all members of staff participate in the making of policy through discussion influences their commitment to their roles in its implementation and their approach to the duties assigned to them. There is plenty of evidence to demonstrate how various approaches to corporate management by boards of studies may promote professional efficiency and enhance personal status. Combining knowledge and experience with overview, boards are in a position to coordinate a school approach to change. A similar approach by subject department and aspect management is appropriate in devising teaching and learning strategies. Committees and working groups drawn from all levels of staff help to give the policies eventually reached a whole-school seal of approval. This is important if participation is to be more than the shadow of contributing to policy-making.

5.1.9. The principles of consultation and consensus that apply to the staff of a school are valid also for dealings with other institutions and in relationships between the school and regional or national agencies. It has already been remarked that schools can no longer go it alone, that their traditional insularity is in question, not least by themselves. As moves towards the establishment of consortia of institutions are made it is desirable that management teams in schools should be in a position to examine proposals fully and contribute to emerging policies. Schools may also become involved with employers and community organisations; the same principles of mutuality should

apply. The extension of consultation and involvement in decision-making to cover the relationships between school and pupil, and school and parent, also merits examination. Underlying all is the intention that the educational system, although increasing in complexity, should grow in its responsiveness to the needs and interests of the individual person, group, or establishment, by finding out at first hand what these are.

5.1.10 The notion of professional exclusiveness has been successfully challenged in practice through national developments in courses in S3/S4. The principal characteristics of these are the involvement of teachers in a joint enterprise covering many schools, consensus on objectives, sharing the results of the best practices, discussion of that practice in other schools, resolution of the problems that have emerged, and promulgation of the results through training. The professional status of the teacher has been enhanced by calls upon his unique classroom skills in methods and organisation as well as by his specialist contribution to the structure, format, and content of courses. The status of the promoted teachers has been enhanced by dependence on their professional and practical experience, and by trust in the planning, coordinating and evaluating skills they bring to their managerial roles.

5.1.11 It should be clear that specialist subject teachers in particular will require to transcend subject boundaries much more often in the future. The concept of 'professionalism' will require comparable enlargement, with emphasis on flexibility of function rather than specialist expertise. It is therefore necessary to examine closely those features of the present view of professionalism that tend to reduce flexibility. Paramount among these is autonomy—of the subject, the subject department, and the subject expert. If autonomy in this narrow range is to be challenged without eroding the confidence and professional integrity of teachers, then senior management has to reassure them on several points. For example, an underlying assumption of present development strategy is that as members of a profession all teachers are capable of deploying unique skills and techniques. Their expertise may not be in question, but they require to be kept up to date. The success of current developments depends heavily on the contributions of individual teachers, and it falls to school management to ensure that suitable contributions are being made. If this is done efficiently and with proper procedures, then the acceptance of scrutiny, advice and, if necessary, remedial measures—invariably concomitants of good professional management—is made easier. An early requirement has already been suggested: that teachers have a part to play in the strategy through

consultation. Good communication is also part of the professional catalogue. Teachers require to be briefed precisely, have their roles described clearly, and their lines of management unmistakably drawn.

5.1.12 In such a combination of managerial and professional roles, senior management may be seen as leaders of professional teams whose principal concern is the growth of the learning and teaching process, directly through subject departments or across the curriculum as a whole. The obligations placed on members of boards of studies are heavy, and involve, as well as their professional and managerial skills, personal qualities of a high order.

5.1.13 Below the level of the boards, middle management has then to take on a series of tasks with very practical objectives. The individual skills of teachers require to be sought out and directed where they may be most economically employed. Those who lack the essential qualities to be effective must be helped to acquire them, or compensate for their absence by being guided towards other areas of work. Fundamental to these, perhaps, is the general aim of making each member of the team—subject, aspect, or guidance—secure and confident in a time of change.

5.2 THE STRUCTURE

5.2.1 Existing arrangements for senior management are universally based on the Green Paper and consist of a hierarchy of ranks—headteacher, deputy and assistant head—with delegation of appropriate responsibilities to and clear lines of authority between each. By introducing a third rank it was hoped that it would make it easier for schools to develop whole-school approaches to the supervision and promotion of learning and teaching. The survey revealed that the development of this aspect of management has been less than satisfactory, though the need for it is probably greater than ever. The evidence of the best practices is sufficient to suggest that the present system is quite capable of accommodating the new demands likely to be made upon it as well as meeting those for which it was designed in the first place. The arrangement of three ranks of senior management should therefore be retained. The present overall proportion of staff time devoted to the duties of senior management is considered to be justified. It is considered desirable that all promoted staff, with the possible exception of the headteacher, should have a teaching commitment, and consequently the present ratio of promoted posts to the total complement of the teaching force is both adequate and necessary.

5.2.2 It is sufficient for one person to be available to deputise for the headteacher, and that person should be the depute head. The depute also has in practice numerous administrative responsibilities that should not be minimised in importance; but greater emphasis requires to be placed on the coordinating functions that the depute is in a unique position to perform.

5.2.3 Assistant heads have fulfilled their most rewarding roles in the major areas of provision, such as the whole curriculum or educational technology, or at the several stages of the secondary school. New responsibilities continue to emerge for them, in the coordination of courses emanating from the national development programmes, for example. A much more flexible approach to duties at this level is therefore desirable if schools are to make themselves more adaptable to change. Schools do not share identical sets of circumstances nor priorities and therefore afford a wide range of different but comparable functions at the level of assistant head that require to be performed. Some thought requires to be given to the achievement of the kind of flexibility that may allow not only the distinctive priorities of schools, but of localities also, to be provided for. A range of requirements for authorities, in local development and staff training, for example, is beginning to emerge: a number of tasks to be accomplished within comparatively short spaces of time, such as pilot courses; and there are likely to be new responsibilities connected with the rationalisation of plant and provision. One way of maintaining a capability for undertaking such tasks might be for authorities to retain in their own gift a proportion of unallocated senior promoted posts. Authorities are to be encouraged to experiment in the designation and distribution of such posts. To arrive at a suitable proportion it will be necessary to review the present arrangements for the allocation of senior posts to schools according to the numbers of pupils on their rolls. A basic complement for all schools is nevertheless desirable so that the fundamental areas of senior management discussed in this report may be represented in the highest deliberations of boards of studies.

5.2.4. Of the innovations at middle and junior management levels, the rank of assistant principal teacher has proved to be the most adaptable. Schools have been inventive in their deployment of teachers appointed to such posts: in the management of school libraries and other resources, and in dealing with pupils with learning difficulties and pupils on leavers' courses. The rank of principal teacher is proving to be much less flexible, mainly because it is tied by tradition to the management of the subject departments and by the Green Paper to

fixed activities or systems such as guidance. Middle and junior management posts, however, are further constrained by their requirement to be determined either by the number of hours of any specialist subject taught in any one school, or by the total roll of that school. As a result, a fair number of posts at middle and junior management level are likely to be lost over the next decade, as a result of falling rolls, during which both subject departments and guidance systems will cease to qualify for them.

5.2.5 The problems that schools have to face in such a period of decline are of two kinds. It will be necessary to accommodate a method of distributing middle management posts that has become firmly established over the years, particularly in subject teaching areas, to an overall contraction in the number of such posts. At the same time, pressure is likely to grow for an increase in numbers to take account of many new responsibilities for middle management in the wider aspects of learning and teaching, on the fringes of guidance such as work experience, and in the grey areas that link the sectors, or the formal and the informal curriculum.⁽¹⁷⁾ Clearly, if the total numbers of posts are not to rise, then room for manoeuvre can be found only by a critical revision of the present approach to their description and distribution.

5.2.6 It will be argued strongly that the guidance system should take its share of the burden of contraction: in some quarters, more than its share might be advocated. Yet the evidence strongly suggests that a reduction in the proportion of guidance posts would be undesirable, and it is reinforced by the fact that all pupils are likely to meet crucial decision-making points—on courses, locations, careers, and qualifications—more frequently than ever before, as the national development programmes get fully under way.^{(9) (12)} Clearly, if the total numbers are not to rise, and the proportion of guidance posts is to continue to be devoted to that important area of responsibility, the burden of diversification must fall upon the traditional subject posts. This may strain school organisation, at least in the shorter term, and in particular the subject department structure that sustains present and foreseeable programmes for the certification of all pupils. Diversification also raises questions for the teacher training system, since all secondary teachers are in the first instance qualified and trained to teach subjects.

5.2.7 There are two steps that might be taken to overcome these difficulties. Traditional subject divisions and the separate aspects established by the Green Paper might be removed. That is to say, the areas of responsibility at middle management level would become as flexible as the areas

advocated for assistant head teachers. In effect, the vertical divisions between the subject departments would be made to disappear. The other possible step that is closely associated with the disappearance of the vertical subject divisions lies in considering how to broaden the base upon which present interpretations of 'guidance' rest. Account might be taken of certain cognate areas on the fringe, such as work experience and leavers' programmes, elements of which are already regular features in social education programmes. Learning difficulty and some aspects of the informal curriculum such as community activities⁽¹⁷⁾ are other possibilities that have the advantage of bridging the gap between guidance and the curriculum. Thus, the division between 'curriculum' and 'guidance' may disappear also.

5.2.8 The argument, the portents and the evidence add up to a single conclusion: it is opportune for schools, authorities and teacher associations to contemplate a radical revision of the roles, functions and distribution of middle and junior management posts as a route to a more appropriate and relevant organisation, balance and order of priority among them. That the system has the capacity to evolve in this way is already attested by firmly established posts such as those in remedial education and, more recently, in the piloting and development of Foundation courses. That such posts make good educational sense may be judged by decisions already reached in some schools to adopt a 'faculty' approach that reflects the curriculum structure recommended by the Munn Committee.⁽¹⁷⁾ The 'mode-and-course' approach suggested by the Consultative Committee on the Curriculum⁽¹⁸⁾ is another encouraging possibility.

5.2.9 Schools cannot afford to allow the present structure of middle management simply to be eroded until it can no longer fulfil even its present purposes. The alternative therefore is to adopt a planned approach to inevitable contraction, employing whatever principles agreement can be reached upon by the parties involved. For example, the assimilation into one subject principal post of the separate social subjects or the sciences, and the substitution of assistant principalships in the various branches, is a start. This suggests that the principle of assimilation might be applied in other subject areas, and to subjects and aspects. Much, of course, will depend on the individual circumstances of schools, their decisions on priorities, and their range of whole-school policies. The proposition that the number of principalships available in a school should be equivalent to a greater number of assistant principalships (which might therefore be preferred) is also established. This principle is capable of wider application, particularly in guidance and related aspects, and in a 'stage'

approach to the curriculum. Together with the flexibility afforded by removal of the vertical divisions, referred to above, these principles might constitute a basis for a wide range of combinations of responsibilities strung between the present poles of principal teacher (subject) and principal teacher (guidance). The effects would be to surmount the subject divisions, cover whole-school policies and new or unforeseen developments, take in the fringe and grey areas surrounding guidance and transition, and link curriculum and guidance aspects in a manner of benefit to both.

5.2.10 It also seems sensible to make those principles advocated for the assistant headteacher level more generally applicable. Present and future circumstances cannot easily be predicted, especially in terms of their duration. As a hostage to the prospect of change, it might be possible to restrict the title of any post to its rank alone, and arrange for the area of responsibility covered by the post to be included in job specifications that are likely to change from time to time. This would introduce at middle management level a flexibility that schools have not had in the past: and a capability of moving experienced and responsible teachers into areas of difficulty or pressure as these arise. Comparable flexibility would also be of benefit to authorities in support of their plans for implementing curriculum development, coordinating courses in consortia, and training programmes. The principle of retaining a percentage of middle management posts in the gift of authorities is therefore another practical way forward.

5.2.11 Whatever the results of any reappraisal may be, some of the effects will already have become apparent. Deployment of posts at middle and junior levels will become a flexible manoeuvre for senior management to perform in the light of the range of tasks they have identified, in consultation with authorities, as being appropriate ones for their schools. It will be necessary for authorities to provide guidance so that in general all schools may conform to some identifiable framework. Job specifications, for example, may be suggested centrally, but it would be the responsibility of senior management to devise descriptions that match their own circumstances, so that everyone may be clear about the range of responsibilities covered in any school. These may change from time to time, so that regular reviews of posts should be conducted. The probability that some posts may 'come and go' in any group of schools cannot be left out of consideration. The growing list of tasks to be performed makes it likely that additional help at promoted level will be needed more by some schools than by others. So short-term appointments at middle and junior management should be seriously considered.

5.2.12 The principle that, with the possible exception of the headteacher in large schools, all promoted post-holders should undertake teaching duties should be retained. National assumptions on non-teaching time were set out in the 'Red Book'.⁽¹⁶⁾ The actual proportions of time spent on non-teaching duties are shown in Table 2(E). Although there are examples of this time being profitably spent on tasks demanding a high level of professional knowledge and skill, this is by no means true for all holders of these posts. It is arguable that no single innovation in the management field would produce a greater improvement in performance than the requirement that under the supervision of the management team, all promoted staff should make it normal practice to evaluate their use of non-teaching management time with a view to ensuring that it is devoted to tasks at an appropriate level. Criteria for such reviews might be established by discussion and included in guidelines for school management produced by authorities. If this is done, the 'Red Book' allocations of non-teaching time for promoted post-holders should prove to be adequate to provide for the management tasks that can be foreseen.

5.2.13 The management of the ancillary staff currently found in schools (auxiliaries, technicians and clerical staff) requires some consideration. Their best efforts are required in the interests of the pupils, and the principles of communication and consultation described earlier similarly apply in the management of their work. This is particularly important in the case of support staff who have professional status, such as librarians and social workers. It should be the aim of management to ensure that the work of the teaching staff is complemented and reinforced by the contribution of ancillary and support staff.

5.3 IMPROVING EFFECTIVENESS

5.3.1 The importance of selecting the best managers and deploying them where their skills can be used most effectively has already been acknowledged. There is as yet no consensus between authorities as to how that should be done. The extent of the practice of advertising posts and the composition of selection committees, for example, vary. Open advertisement obliges authorities to gather information on external candidates. The effectiveness and fairness of the means by which this is done are open to criticism if there is no agreement on how to conduct the systematic evaluation of teaching staff. In the absence of such a system it is particularly important that selection boards should be well qualified to assess professional evidence in addition to impressions of personal qualities gained during interview. It may

be that selection for posts below that of headteacher should be carried out entirely by professional staff with appropriate educational and managerial expertise. Headteachers have pre-eminence in the selection process. The appointment of headteachers, on the other hand, may call for the involvement of representatives of the wider community as well as elected members and professional staff. In general, the view advanced in the Green Paper,⁽⁸⁾ that appointments should be made to grades of post rather than to specific duties, commands widespread support.

5.3.2 If the argument of the discussion so far has been accepted, then it will be apparent that the 'grade of post' in any appointment will have been determined by a careful analysis of the responsibilities to be carried, after which a job specification has been drawn up. It is a corollary of delegation that the person to whom responsibilities have been delegated becomes accountable for its effective discharge. As the report has suggested effective evaluation of this important aspect of management has often been the weakest part of the whole process of delegation. It may be that formal guidance is required, not only on what is involved in 'evaluation', but in how to go about the task. If so, that guidance might be worked out centrally, with all the parties likely to be involved in monitoring procedures participating in the discussions. Certainly schools, and probably authorities, require to sharpen up their practices.

5.3.3 There is little doubt from the evidence that school management has improved as a consequence of the reformed structure of promoted posts. Nevertheless, repeated reference to the preoccupation of all levels with routine administrative business is disturbing. The principal concerns of those responsible for school management are the learning and teaching that go on in schools, and there should be as little distraction from these as possible. The discussion so far has been based on the proposition that the purpose of school organisation is to allow teachers to get on with their work with a minimum of distraction also. To these ends, authorities require to maintain and intensify their efforts. Some of these have been referred to earlier in the report, the disciplined study of school organisation by the timetabling unit in Strathclyde Region, for example. Authorities have also made considerable headway in mechanising school organisation through the use of computers, and communication systems are generally more efficient. It should be possible to provide a wider range of specialist services from the centre, though this may involve expenditure. Too much centralised support is also open to the charge that it makes for bureaucratic inflexibility and insensitivity to local circumstances. Neverthe-

less, there is some merit in discussing support of this kind, using the consultative procedures already practised by most authorities. Demand, requirements and constraints can then be identified, and a balance struck that makes for organisational efficiency as well as the satisfaction of individual educational needs.

5.3.4 The rewards might be considerable: better management of schools as costly and vulnerable plant; communication with a wider scope than the prevailing verticality between education authority and individual school allows; better coordination and pacing of change; more rapid decision-making on routine matters; more efficient distribution of resources and personnel. Promoted members of staff in schools would have greater freedom to go about their professional tasks, and authorities might well be in possession of a more accurate picture of the extent and equity of their provision.

5.3.5 Relief from administrative burdens might go further. If the system is to remain so dependent upon routines being handled by individual schools, the question arises whether it is necessary to have professional teachers in charge of them. To a limited extent authorities employ administrative staff in individual schools but they tend to hold posts of a relatively minor kind. In contrast, other educational establishments place considerable reliance on executives called, for example, Secretary or Bursar. There is no reason to suppose that similar posts might not prove beneficial in schools, particularly if they are large and complicated and expensive to run. Such executives would take their place in the management team alongside their professional colleagues and contribute their own brand of expertise to discussions. The working relationships between teachers and such managerial staff would require careful consideration, and possibly a code of good practice.

5.3.6 This report has attempted to make clear that the traditional autonomies of subject departments and subject specialists have not been challenged. It has been argued that the ways in which learning and teaching are developing require these to change, without hindrance to curricular and methodological reform. Effective procedures for evaluating subject effectiveness are clearly called for. Many of these are integral to the guidelines and modules now being prepared, and are the professional responsibility of the teachers involved. Senior promoted staff have a further duty to inform themselves of progress made with learning and teaching, and be in a position to assess the quality of individual professional contributions. A more determined approach on the part of senior management and principal teachers to their responsi-

bility for supervising the work of subject departments should draw out professional expertise, which can then be deployed to the benefit of both departments and pupils, and speed up the identification and remediation of weakness. Criteria for these purposes require to be established, and lines of accountability drawn up so that teachers may be certain where they stand. Individually, they may feel apprehensive at this prospect for a time. But the practice of staff appraisal is fairly general in professional circles and appears to operate satisfactorily. Such departures from convention place certain obligations on management too. Among these an efficient system of staff training takes priority; professional advancement and career development are inevitably matters of concern, and they require to be indicated stage by stage. The time is opportune for opening discussions on acceptable patterns of staff appraisal, development and training. The matter is drawn to the attention of teacher associations, colleges of education, and the employing authorities for their consideration.

5.3.7 This report has also argued that the efficiency of senior management can best be improved by variety of experience. The principal means of providing such variety have been rotation through several posts at the same level, and secondment to other duties. There are limits, however, to the range that can be included, or the time available, given present staffing constraints. In order to secure a proper breadth in approach it seems inescapable that programmes of training should be formally devised, nationally and regionally. Authorities and colleges of education, and possibly other institutions that provide courses in business administration and management studies, may be relied on to play their parts in national training. Financial constraint and the rapidity with which the proposals were introduced meant that the new structure was implemented with little thought being given to the counsels of the Green Paper⁽⁸⁾ on the importance of training. A high proportion of staff in promoted posts still lack that essential adjunct to responsibility. Authorities, as employers, require to turn their attention to the provision of training as an accompaniment of appointment now, if they have not given serious thought to the topic before. Some authorities are better provided than others and consequently farther along the way to the best practice. All have been served well by the Scottish Centre for Studies in School Administration from its fairly modest resources. Perhaps other ways of exploiting its services are to be found, not least as a supplement to locally and school-based training.

5.3.8 Systematic career development is required for unpromoted staff. At a time when promotion

chances are declining, it is important that efforts should be made to demonstrate that promotion systems nevertheless merit teacher confidence. Job satisfaction may be stimulated by carefully calculated inservice training at appropriate times in a teacher's career; it may also be stimulated by offering teachers as much variety of experience as circumstances allow: by rotation of duties, by membership of school or regional committees and working parties, by arrangements for periods of secondment. Such opportunities are likely to foster self-awareness so that, in the varied experience which the participants are given, they are eager to develop professional skill and expertise. Opportunities to discuss progress generally should be provided, on an annual basis, if possible, and with senior management. If the best use is to be made of the material gathered as a result, staff records require to be carefully compiled and maintained. Headteachers should have this as a particular responsibility, directly or by delegation. Headteachers also have a duty to keep in touch with their authorities on personnel matters. The latter have an obligation to give personnel management and career development their full attention. For example, schemes for promotion, including rules about eligibility, require to be kept up to date.

5.3.9 Much has been said in this report about measures management in schools might take to improve their performance. They will be able to do so only if they have a clear lead from their education authorities, through the creation of a framework of policy within which schools may go about their professional business. It is for authorities to provide and distribute the means to enable them to do so, and to support the efforts of schools by means of specialised or scarce resources and by advisory and other services. Authorities have the potential to develop effective centralised procedures for the carrying out of routine tasks, thereby alleviating to some extent the administrative burdens borne by schools. The welfare of all members of staff is their concern also, a concern to be discharged in ways already discussed. They have an obligation to stimulate a free exchange of ideas, and ensure a steady flow of information about educational progress and development. As managers of the system as a whole, they are responsible for an efficient achievement of aims set out in their policies; appropriate systems of accountability are therefore required so that schools may evaluate their progress. Progress has been made by most authorities in a number of these aspects but, given the exceptional challenges now facing the education service, much remains for them to do.

6 Conclusion

This report on the management of secondary schools in Scotland concludes that the structure introduced by Circular 826⁽¹⁾ was well conceived and is operating satisfactorily. With rather more flexibility of function and room for manoeuvre the ranked systems of senior, middle and junior management are well able to cope with the large number of responsible tasks that now await them.

6.1 The case for a quite radical redistribution of the posts, particularly those at assistant head-teacher and principal teacher levels, is clear from events and from the need to manage change. The opportunity should therefore be taken to scrutinise the range of work to be accomplished in and relating to schools in the imminent future so that new responsibilities may be acknowledged in any redistribution. The valuable contribution of guidance systems should be borne in mind in any redistribution. There might be advantage in retaining in the gift of authorities a small proportion of promoted posts to be deployed in areas of particular difficulty or to fulfil important obligations in an authority's rationalisation of provision, programmes of curriculum development, and strategies for the training of staff.

6.2 The principal managerial objective to be sought by a revised structure must be to shift the present emphasis on organisation to positive management of the curriculum and the attendant processes of learning and teaching, through the close involvement of senior management staff. A major reappraisal of the roles and contributions of principal teachers (subject) is required.

6.3 The main objective in the administrative areas of management should be to reduce the present emphasis on the many routine tasks that underpin the management of plant and provision in order

that senior staff may give time and thought to the management of personnel. Particular attention should be paid to the continuous training of teachers for the work they will undertake, and provision of a proper programme of professional development that ensures all members of staff satisfying and rewarding careers. To ensure that professional training and development are both relevant and appropriate, a systematic approach to staff appraisal is required. As employers, education authorities have a unique responsibility to take the lead in these matters.

6.4 Practically all the changes that can be identified at present are likely to have radical implications for the relationship between schools and the sources or origins of these changes. It may be felt that the traditional independence of schools, the academic autonomy of their subject departments, and the professional exclusiveness of specialist teachers are under threat. To allay these fears and to ensure that schools remain in step with developments in the wider fields of education and society, the activities of school boards of studies should take a more deliberative direction. The principal objective of their discussions should be to devise a range of whole-school policies covering all the areas of development that can be foreseen. In the formulation of these policies much more weight should be given to the contributions of members of staff, achieved through consultation with them. Appropriate responsibility for their implementation should, similarly, be delegated to all levels of promoted staff, and the participation of all teachers encouraged by good communication with them and active involvement in carrying them out.

6.5 These and other matters mentioned in the report call for the attention of employing authorities and teacher associations alike. There are important repercussions for colleges of education and other training institutions. The Department might be the most appropriate agent for bringing the interested parties together to establish a programme for action.

- (1) Circular 826. The Structure of Promoted Posts in Secondary Schools in Scotland (SED 1972)
- (2) The Schools (Scotland) Code 1950
- (3) The Schools (Scotland) Code 1956
- (4) Circular 600. (SED 1965)
- (5) Circular 614. (SED 1966)
- (6) 1972
- (7) Guidance in Scottish Secondary Schools (SED 1968)
- (8) The Structure of Promoted Posts in Secondary Schools in Scotland (SED 1971) (The 'Green Paper')
- (9) Circular 1093. The Munn and Dunning Reports (SED 1983) Implementation of the Government's Proposals
- (10) See for example: Equal Opportunities for Women in the Civil Service (HMSO 1982)
- (11) Promotion and the Woman Teacher (NUT 1980)
- (12) 16-18s in Scotland: An Action Plan (SED 1983)
- (13) See for example: Learning and Teaching in Scottish Secondary Schools: the Contribution of Educational Technology (HMSO 1982)
- (14) Guidance in Scottish Secondary Schools: A Progress Report by HM Inspectors of Schools (HMSO 1976)
- (15) Teaching and Learning in the Senior Stages of the Scottish Secondary School. A Report by HM Inspectors of Schools (HMSO 1983)
- (16) Secondary School Staffing (The 'Red Book') (HMSO 1973)
- (17) The Structure of the Curriculum in the Third and Fourth Years of the Scottish Secondary School (HMSO 1977) (The Munn Report: Paras 5.24-5.27)
- (18) CCC's paper on Curriculum Design, p 4, para 18 (Dec 1983) (Enquiries to CCC, Room 4/16, New St Andrew's House, Edinburgh. Tel: 031-556 8400 Ext 4488.)